

ALASO



MELODY M. HEAPS
President

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Chicago, Illinois 60622

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**Visit to Cook County by Jose Cerda
Senior Policy Analyst, Domestic Policy
The White House
Monday, July 12, 1993**

9:15 - 10:00 a.m.

TASC - 1500 North Halsted Street
Discussion of continuum, interventions, etc.

Participants:

Jose Cerda, The White House
Melody Heaps, President, Illinois TASC
Jim Long, Director, Illinois Department of Alcoholism and
Substance Abuse
Mike Mahoney, Executive Director, John Howard Association
Ethel Mull, Vice President, Illinois TASC
John Robinson, Undersheriff of Cook County

10:30 - 11:15 a.m.

Meeting with Judge Thomas Fitzgerald
Presiding Judge of the Criminal Division
Cook County Criminal Courts Building
2600 South California, Room 101

Participants:

Jose Cerda
Melody Heaps
Jim Long
Mike Mahoney
Nancy Martin, Chief Probation Officer, Adult Division
Ethel Mull
John Robinson

11:30 - 12:45

Luncheon at Febo Restaurant
2501 South Western Avenue

Participants:

Jose Cerda
Dave Devane, Executive Director, Cook County Department of
Community Supervision and Intervention
Ruben Cuevas, DCSI
Jenny Bramel, DCSI
Lemark Carter, Cook County Department of Corrections
Leo Hayden, Director of Special Projects, Illinois TASC
Melody Heaps
Ethel Mull
John Robinson

Jose Cerda Visit
Page 2 of 2

1:00 - 2:30 p.m.

Day Reporting Center

3026 South 31st Street, Building 5, 4th floor

1:00 - 1:45 DRC clients

1:45 - 2:30 Debriefing

Invited Participants:

Jose Cerda

David Devane

Ruben Cuevas

Jenny Bramel

J.W. Fairman

Rita Fry, Cook County Public Defender (will be late)

Leo Hayden

Melody Heaps

Carol McCarthy, Deputy Chief of the Narcotics Bureau, Office
of the Cook County State's Attorney

Ethel Mull

John Robinson

TASC

History

TASC (Treatment Alternatives to Street Crime) was created in 1972 through the mutual efforts of the White House Special Action Office for Drug Abuse, the National Institute on Drug Abuse and the Law Enforcement Assistance Administration. The agency was designed in an effort to prevent drug-related crimes and to rehabilitate addicts, and it was begun by funding experimental programs in a few cities nationally. Currently, there are more than 180 TASC and TASC-like programs operating in 27 states and two U.S. territories.

TASC's Role in the Courts

TASC acts as a liaison between the criminal justice system and the treatment system by identifying substance-abusing offenders who express the desire for treatment and who demonstrate the likelihood for rehabilitation. TASC assists the judiciary in making decisions about treatment alternatives to standard sentencing options. TASC determines client eligibility/acceptability based on state mandate and internal agency criteria. When it is determined that an offender is qualified for a treatment alternative, TASC places the client into an appropriate treatment program. TASC then closely monitors the client during treatment and reports regularly back to the court on the client's progress.

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TASC

reports

Vol. IV, No. 1 October, 1993

This issue's guest column features the views of "Raul," "James" and "Steve," three arrestees who have been mandated to Cook County's Day Reporting Center (DRC) while awaiting trial or sentencing. TASC coordinates an array of services at the DRC, including education, counseling, substance abuse treatment, and violence interruption programming. TASC Reports editor Tanya Zumach asked the clients for their first-hand observations of the criminal justice system, violence in their communities, and the DRC.

Steve, James and Raul have all been at the DRC for four to five months. They were among the first arrestees mandated to the program in April. The men have been through much of the program together, and I sense their support for one another.

The first thing James says is that he is close to his family now, but his recent progress can't make up for his past criminal deeds; he has just been sentenced to the penitentiary. His face is full of hope, masking the fear and uncertainty he must be feeling. He speaks softly, but confidently. James was on electronic monitoring pending his court appearance on a drug possession charge. The story of how he came to the DRC is typical among participants.

James: One day they called me up and said they wanted me to go to a new program. I thought, "Okay, I'll play along with your

Continued on page 5

TASC's Violence Interruption Process (VIP): Building Allies

Violence, or the fear of violence, has become imbedded in the way we think and the way we live. Unnerved by tale after tale of violence that is perpetrated on fellow citizens, tourists, neighbors, and our own friends and families, few of us feel completely safe anymore. Intervention with those at risk of perpetrating violence is gaining emphasis as communities try to respond to this epidemic. "What really works?" and "Is there anything that can be done?" are the questions most often asked.

"If we're ever going to make an impact, everyone needs to do their part to interrupt violence. The VIP (Violence Interruption Process) is TASC's contribution," says Leo

Hayden, TASC's director of special projects and the coordinator of VIP services. "There are several programs around the country that deal with violence—some focus on men, families, young people, women. TASC's program focuses on the population that is most prone to violence—the alcohol and other drug-involved offender."

Based on principles and techniques developed in California by the Oakland Men's Project (OMP), the process, through personal and experiential activities, works to break down the internalized feeling of power loss that leads to the expression of violence. The VIP also

Continued on page 2

The Cook County Day Reporting Center: Changing Attitudes, Changing Lives

Research and experience have shown that the "get tough" policies of the 1980s have done little to curb escalating crime rates, which are inextricably tied to the sale and use of illicit drugs. Moving beyond incarceration as the sole means of punishment for offenders, Cook County is leading the nation in developing such non-traditional interventions as drug courts, electronic monitoring, boot camps and day reporting centers. Given the high costs and limited long-term effectiveness of incarcerating non-violent offenders, these kinds of

non-traditional programs must be noticed, supported, and, once established as effective and cost-worthy, replicated.

The Cook County Day Reporting Center (DRC) is one of the latest innovations in intermediate sanctions, and early reports of its effectiveness are promising. Developed by the sheriff's department and TASC in response to the chronic overcrowding at the Cook County Jail, the DRC removes selected arrestees from the jail

Continued on page 4

NATIONAL CONSORTIUM OF TASC PROGRAMS



November 9, 1993

Mr. José Cerda
Senior Policy Analyst
White House
Old Executive Office Building
Domestic Policy Council
Washington, DC 20500

Dear José:

Thank you for agreeing to be a workshop speaker at the Fourth National Conference on Drugs and Crime. This letter is to confirm your participation in the Conference and to obtain further information about you and your presentation.

Your workshop, Accessing Federal and Private Resources, is scheduled for Monday, February 28, from 3:30 p.m. - 5:00 p.m. Your co-presenter(s) will be George Lewis, 301-443-6501, Ellen Neises, 212-732-0076 and David Tyus, 202-708-1197. Please call your co-presenter(s) to coordinate such details as: order of presenters, length of individual presentations, use of audiovisual equipment, handouts, question and answer period, etc. Please keep in mind the 90 minute time allotment as it will be strictly adhered to at the Conference.

Our goal for the Conference and particularly the workshops is to provide participants with an interactive, skill building experience that will improve their programs or agencies. It is our belief that the sharing of this valuable information will benefit the field of substance abuse and criminal justice nationally. Please prepare your presentation with a "hands-on" application in mind. We encourage you to use handouts to facilitate participation. Please note on the enclosed form how you would like distribution of handouts handled at your presentation.

Per our discussions, NCTP will not reimburse you for expenses or honorarium.

A special registration fee of \$95.00 has been established for those speakers who will be attending the Conference. If you are attending the Conference for your presentation only, there is no registration fee.

National Office

444 North Capitol St. NW, Suite 642 Washington, D. C. 20001 Phone(202)347-3533 Fax(202)783-2704

Please complete the enclosed Presenter Information Sheet which includes a section for your workshop description. This information will be used in the Conference Program. Please complete a Presenter Information Sheet for each presentation you are making and return it via fax or mail, along with your current résumé or vitae by November 30, 1993, to:

Ms. Shannon MacNutt
Fourth National Conference on Drugs and Crime
4762 North 1st Street
Arlington, VA 22203
(703) 528-6020 - phone
(703) 528-6508 - fax

Again, thank you for agreeing to participate in the Conference. We will send you a 'presenters packet' in January with final information. If we can be of assistance as you prepare your presentation, please phone us at the above number. We look forward to seeing you in Dallas.

Sincerely,

A handwritten signature in black ink, appearing to read "Robert May", with a stylized flourish at the end.

Robert May
Executive Director

FOURTH NATIONAL CONFERENCE ON DRUGS & CRIME

Presenter Information Sheet

Please check the following information for accuracy for use in the Conference brochure and mark with any necessary corrections.

Workshop Title: 'Accessing Federal and Private Resources'

Presenter Name: Jose Cerda

Title: Senior Policy Analyst

Company: White House

Address: Old Executive Office Building

Domestic Policy Council

Washington, D.C., 20500

Phone: 202-456-2564

Fax:

Bio Information: (Approx. 50 words) Also attach a current copy of your resume.

Description of Presentation w/objective:

Audio/Visual Needs: Please check all that apply. Audio/Visual needs not requested at this time cannot be accommodated at the time of the conference.

☐ Overhead/Screen

☐ Slide Projector/Screen

☐ Flip Chart Stand
and Pad with pens

☐ Other (please specify) _____

Handouts: Please provide a copy of all information to be handed out at the conference.

☐ Attached

☐ Please copy and bring to the conference for me.

☐ I will provide 150 copies for my presentation.

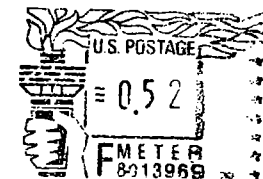
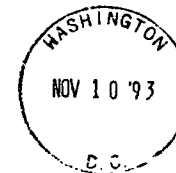
☐ There are no handouts for my presentation

Please complete and return to NCTP-Conference Office, Shannon MacNutt, 4762 North First Street, Arlington, VA 22203, Fax 703-528-6508, Phone 703-528-6020 on or before November 15, 1993.

NATIONAL CONSORTIUM OF TASC PROGRAMS



444 North Capitol St. NW, Suite 642
Washington, D.C. 20001



Mr. José Cerda
Senior Policy Analyst
White House
Old Executive Office Building
Domestic Policy Council
Washington, DC 20500

in on



He's lesson of hope for jail inmates

Drug treatment chief
has been addict, criminal

By Terry Wilson

Bobby Matusak graduated from a life that had become too predictable.

He'd wake up in the morning sick and angry because the heroin he had put aside the night before had taunted him until he shot it all and fell asleep.

He had accepted that life would consist of doing "bits," spending months or years in prison, for theft and drug possession. And upon release, he said, if anyone asked what his plans were he told them, "I'll see what happens."

"I'd come out of here, walk a couple blocks and buy a bottle of Wild Irish Rose to get my head together," Matusak said from his office in the Cook County Jail. "Then, I'd go to the South Side to cop [heroin]."

Twenty years ago, with the help of other substance abusers and later a 12-step program, Matusak quit that life and now runs the substance abuse treatment unit at the jail and similar units at prisons across the state and in Texas.

More important, he talks to people whose todays mirror his yesterdays and tries to convince judges that some people who stand before them in court can change if they are given a chance.

"He's known by judges all over the country, and not the way he used to be known," said Cook County Circuit Court Judge Michael Getty. He invited Matusak to be on the faculty of the National Judicial College, in Reno, Nev., in 1988, where Matusak lectures several times a year.

"He is a living example of how treatment can really work and not only take a person out of crime but make them true leaders," Getty said. "After they see Bobby, they can see defendants in a new light."

Matusak, 60, now lives a thoroughly middle-class life in south suburban Plainfield on a residential street heavy with senior citizens. He spends free time on his 30-foot sailboat, the Naiad, with his second wife.

A paunchy man with a utilitarian wardrobe and a Santa Claus beard, Matusak recently made his pitch to 130 inmates at the jail, pacing and injecting jokes and street lingo as he went along.

In a surprisingly gentle voice, he repeatedly asked the men seated on milk crates, plastic chairs and benches if they want more

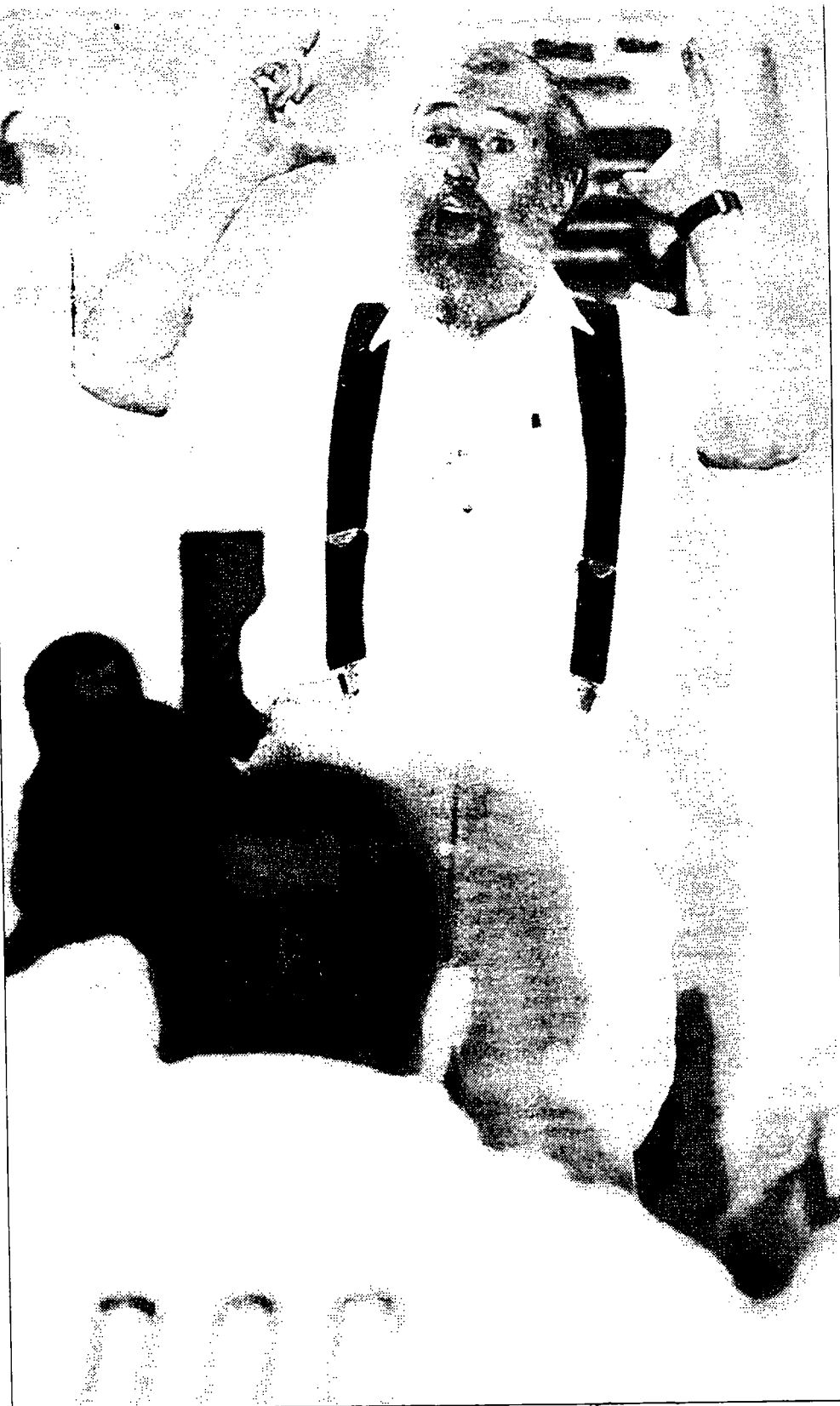
from life than what they have now.

"There's probably no one in this room that did any more time than I did, shot any more dope than I did or stole any more than I did," Matusak said in a talk he titles, after a junkie's logic, "It's not gonna work so why try? Or, — it."

"The difference between you and I is I've been at this a little longer."

His hands shoved deep into his pockets, he described the circular relationship between drug addiction and prison and how quitting drugs meant, among other things,

See Matusak, pg. 6



Tribune photo by Bill Hogan

"I just wanted people to care about me and accept me. That never happened until I got sober."

Bobby Matusak, (above) a former drug addict who now runs the substance abuse treatment unit at Cook County Jail.

Chicago Tribune

Matusak

Continued from page 1

no more bits in prison.

"It comes out of his heart," said Chris Brown, 32, another recovering addict who works in the jail's unit. "He can make guys with full-sleeve tattoos cry."

"I think he's a hell of a role model," said Leon D., a recovering addict who started his recovery in the jail unit where he now works. "You have to make them admit to themselves that being a criminal and a street hustler isn't working anymore when it's all they know. They're scared to try something else."

Matusak, of course, has a captive audience at the jail, but that's not to say just any inmate can be in the program. Those who don't follow the rules are sent back to the regular jail divisions.

No fighting or representation of gangs is allowed, and each inmate has cleanup duties. They must work with counselors and attend Alcoholics Anonymous, Narcotics Anonymous and Cocaine Anonymous meetings each week.

Currently there are 360 men and 100 women in the program and a waiting list of 300-500 inmates, according to officials from the Gateway Foundation, the not-for-profit organization that runs the program and employs Matusak.

In a talk peppered with anecdotes from his own life, Matusak said he has found that substance abusers uniformly don't think much of themselves and have a list of people they blame.

"It's always somebody else's fault," he said.

Matusak said he developed a heroin habit at 19, when most youths were discovering alcohol.

As a teen he had been a basketball

player at St. Rita High School in Chicago when he developed a rheumatic heart and had to stop. Devastated, he spent his newfound free time with members of a jazz band who lived down the street. They turned him on to marijuana. He soon began sniffing heroin but vowed never to shoot it.

"I was getting sick and this guy said, 'You're sick because you're hooked—stick this in your arm,'" Matusak said. "I didn't believe him, but I shot it and sick ended."

The affinity for heroin lasted 15 years, off and on, he said.

He married and had two sons. Often, he said, he would return home after hanging out with other addicts and his sons would use a popular but unprintable expletive to refer to their father, alerting their mother that he had arrived.

He told the inmates that one of his sons needed corrective shoes, but they cost \$30 a pair, too big a bite from his dope funds.

Finally, he came out of prison in the late 1960s and realized he couldn't stand another bit, which had accounted for about eight years of his life.

At one point close to the end, he said, he was being held at the jail on a \$250 bond, and no one would come to pay the \$25 in cash to get him out. He realized he wasn't worth \$25 to anyone, not even his mother.

And, he said, "I was tired of being afraid of everything. You get very paranoid. It's you against the world."

He gave up and joined a group of recovering addicts on the West Side. With addiction studies in their infancy, he said, he and others inadvertently moved from heroin addiction to alcoholism because they believed addicts could drink.

Within two years, he went into treatment for alcoholism. That was 18 years ago, and he has been sober

since—but not without a struggle.

"Every time something went wrong, I'd think of running and the way I ran was to get some dope," he said. "But the more time you put in [sobriety], the need to run gets further away. The payoff gets bigger than the old payoff you used to get."

Payoffs, he said, like when his sons started calling him "Pops" instead of the old moniker. He began to care about other people, and they began to care about him, he said.

When his elderly mother needed help, he and his sister took turns caring for her before she died, he said. She forgave him all he had put her through, he said.

"I just wanted people to care about me and accept me," he said. "That never happened until I got sober."

He has worked for Gateway since 1968, helping the company establish treatment programs at the Dwight, Graham, Sheridan, Lincoln, Logan, Jacksonville and Taylorville corrections centers.

Sheila Griffin, an adult probation officer at the Criminal Courts Building, at 26th Street and California Avenue, said drug addiction prevents most defendants from complying with probation requirements.

"They miss appointments, they blow stuff off, they can't comply with home confinement, they abandon their community service positions and they give dirty [urine] drops," she said.

Putting them in Matusak's program addresses the reason they fell into the criminal justice system in the first place, she said.

Matusak is heartened that officials in the corrections business increasingly see more logic in programs like his than in the old idea of putting everyone in jail.

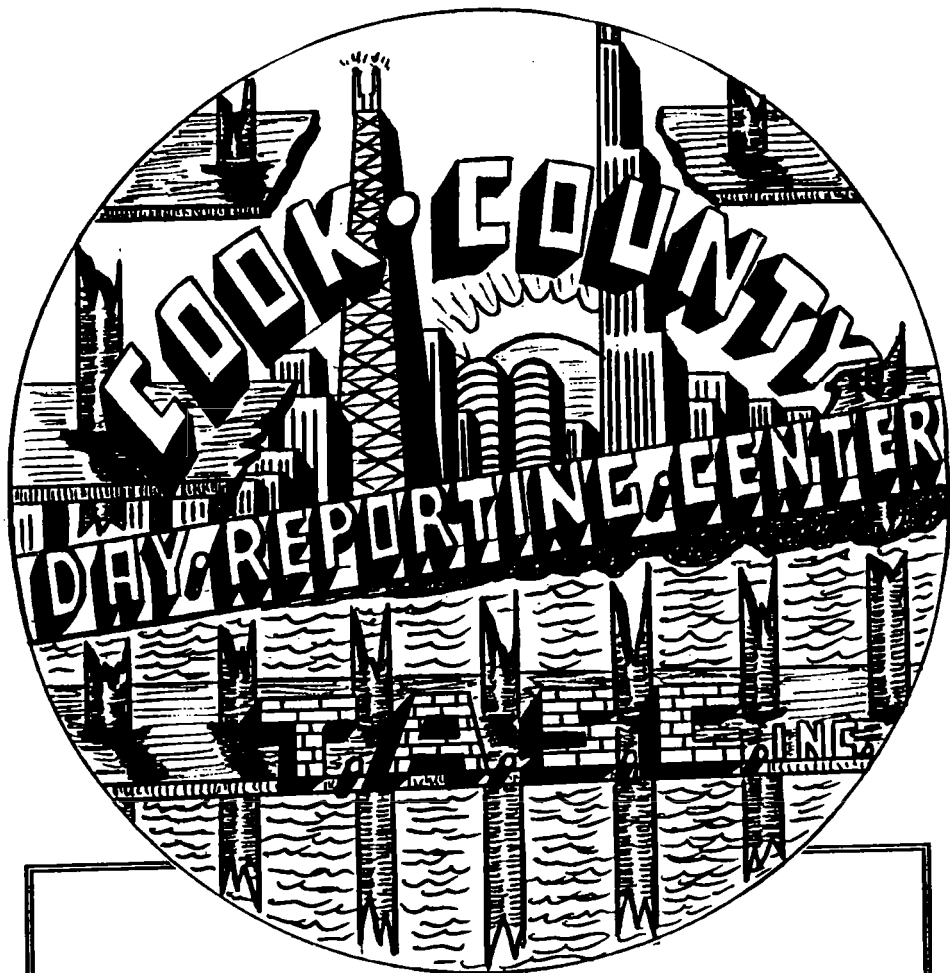
Prison vocational programs are not enough, he said. If an inmate is released with a trade and spends paychecks on drugs or alcohol, they'll wind up back in prison.

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**DAY REPORTING CENTER
HAND BOOK**



PHONE (312) 443-6444

SHERIFF'S OFFICE OF COOK COUNTY, ILLINOIS

RICHARD J. DALEY CENTER, CHICAGO, IL 60602

MICHAEL F. SHEAHAN
SHERIFF

FAX COVER SHEET

Treatment Alternatives for Special Clients
1500 North Halsted Street
Chicago, Illinois 60622

(312) 787-0208 tel.
(312) 787-9663 fax.

DATE	# PAGES INCLUDING COVER	FAX NUMBER
7/9/93	3	202-456-7739

TO: Jose Cerda

TITLE: Senior Policy Analyst/Domestic Policy

COMPANY: The White House, Room 222

FROM: MELODY M. HEAPS, President

COMPANY: TASC, Inc.

PHONE: (312) 787-0208

OTHER INSTRUCTIONS: Here is the schedule and a list of invited
participants for your visit on Monday. If you can, please meet
me and my friends at the Chicago Yacht Club (Monroe & Lake Shore
Drive) on Sunday, July 11th, starts at 6:30 p.m. Hope you can
make it.

Jose Cerda Visit
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11:30 - 12:45

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2501 South Western Avenue

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Melody Heaps
Ethel Mull
John Robinson
Michael F. Sheahan, Sheriff of Cook County

Jose Cerda Visit
Page 2 of 2

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Jim Long
Carol McCarthy, Deputy Chief of the Narcotics Bureau, Office
of the Cook County State's Attorney
Ethel Mull
John Robinson
Sheriff Sheahan

NATIONAL CONSORTIUM OF TASC PROGRAMS



April 7, 1993

Jose' Cerda, Senior Policy Analyst
The White House
Old Executive Office Building, Room 222
Washington, D.C. 20500

Dear Mr. Cerda:

I am writing to you on behalf of the National Consortium of TASC (Treatment Alternatives to Street Crime) Programs (NCTP) and at the request of Ms. Melody Heaps, President, TASC, Inc. (Illinois), with whom I understand you spoke yesterday, and Mr. Kenneth Robertson, Executive Director, NCTP, with whom I believe you are acquainted from your work on the staff of The Honorable George E. Sangmeister (Ill.), U.S. House of Representatives.

At the request of The Honorable Charles B. Rangel (N.Y.), Chairman, Select Committee on Narcotics Abuse and Control, U.S. House of Representatives, the U.S. General Accounting Office (GAO) examined TASC programming as part of the Committee's interest in identifying successful drug abuse control programs. The GAO Report was released in February 1993, and Ms. Heaps, who serves on the NCTP Board as Vice President, has recommended that we provide a copy to you for your review.

The National Consortium of TASC Programs is partially funded by the Bureau of Justice Assistance, Office of Justice Programs, U.S. Department of Justice, to provide technical assistance to the more than 180 TASC and TASC-like programs in 27 States and 2 U.S. Territories. It is a membership organization with over 200 individual and organizational members.

We would very much like to meet with you to discuss model TASC programming and, should you have any questions, upon you review of the GAO Report, your inquiries would be most welcome.

Sincerely,

Timothy O. Woods, Esq.
TASC Program Manager

cc: Matthew Cassidy, NCTP President
Melody Heaps, NCTP Vice President
Matthew Gissen, Esq., NCTP Vice President
Kenneth Robertson, NCTP Executive Director

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Report to the Chairman, Select
Committee on Narcotics Abuse and
Control, House of Representatives

February 1993

DRUG CONTROL

Treatment Alternatives Program for Drug Offenders Needs Stronger Emphasis



Treatment Alternatives to Street Crime

Initiated in 1972, and currently operating in 24 States and 2 U.S. Territories, Treatment Alternatives to Street Crime (TASC) is a program model designed to break the addiction-crime cycle of non-violent, drug-involved offenders by linking the legal sanctions of the criminal justice system with the therapeutic interventions of community drug treatment programs. In essence, TASC provides a linkage between criminal justice and treatment in their respective dealings with the drug-involved offender. TASC bridges the gap between these two systems by making appropriate treatment services available to eligible drug-involved offenders who would otherwise burden an overcrowded criminal justice system. Furthermore, as TASC offender case management moves the drug-involved offender through the criminal justice process and into a community-based drug treatment program, it simultaneously provides monitoring services as an adjunct to criminal justice supervision. Model TASC programming includes the following services:

- **IDENTIFICATION** of the drug-involved offender through screening procedures that determine client eligibility for TASC;
- **ASSESSMENT** of the offender's community risk, severity of drug involvement, and appropriateness for treatment placement;
- **REFERRAL** to the appropriate community treatment resources; and
- **CASE MANAGEMENT** of each individual offender, including urine monitoring and ancillary services, to ensure compliance with justice and treatment expectations; and reporting of client compliance or noncompliance to the referring criminal justice authorities.

A unique benefit of the TASC model is its ability to provide case management and treatment linkages at any point in the criminal justice processing continuum, from pretrial to parole. The TASC model can be used by pretrial service agencies, the courts, jail and jail treatment programs, probation offices, and community corrections agencies involved in intermediate sanctions. TASC can also be adopted by institutional corrections/parole authorities involved in managing the offender's reintegration into the

community and aftercare reintegration.

TASC programming is built upon specific Critical Program Elements that serve to link the criminal justice and treatment systems. This national model has been defined so as to be easily replicated across the country in any number of jurisdictions, including urban, suburban, and rural settings. Also, the TASC model can respond to the unique requirements of special populations, such as female and juvenile offenders.

TASC Funding

TASC programs are funded by a number of sources, including Federal formula grants, State legislative funding earmarked for TASC, State criminal justice agencies, private foundations, client fees, and combinations of these sources. Accordingly, TASC may be funded through Bureau of Justice Assistance (BJA) formula grants to states, as the program model is eligible under legislatively authorized program purposes for which States may apply to BJA for funding. Finally, States are increasingly funding TASC model programs directly through legislative initiatives to create intermediate programs for drug-involved offenders.

Technical Assistance and Training

Over the past 7 years, BJA has invested substantial resources into the support of the national TASC model through the provision of technical assistance and training to States and units of local government. This technical support has been provided by national organizations working cooperatively with BJA to assist the States in implementing intermediate sanctions, such as TASC, and to aid existing TASC and TASC-like intermediate sanctions programs.

In the interest of furthering the TASC concept and promoting implementation of the TASC model, BJA has entered into a cooperative agreement with the National Consortium of TASC Programs (NCTP) for the continuation of the TASC technical assistance provision. NCTP will provide technical assistance and training services to BJA-funded Corrections Options programs and to other State and local agencies involved in innovative correctional alternatives in the following categories:

- **Systems Coordination** - Expert TASC facilitators meet with key participants from the criminal justice and drug

treatment systems who are considering implementation of TASC programming. During this initial stage of discussion and planning, the focus is on the participants' common goals as met by TASC; programmatic roles of the participants' respective organizations/agencies; and the Critical Program Elements of TASC, with a rationale for each Element. This technical assistance provision often enables the participants to transfer the TASC concept into a workable program for their State or locality.

- **Program Development** - Technical assistance is offered when a site is first implementing a TASC program or when an operating program is experiencing programmatic difficulties. Technical assistance in the first instance refers to support in the development of program policies, protocols, and procedures, and/or the coordination of meetings with key criminal justice/correctional, treatment, and TASC personnel. Technical assistance of the latter type, for programming difficulties, involves a review of programming procedures and protocols with program staff and/or management, the problem usually being traceable to program deficiencies in compliance with the Critical Elements of TASC programming.
- **Program Assessment** - This technical assistance provision is provided by an assessment team, utilizing the "TASC Critical Elements Assessment Protocol" instrument, to compare an individual site's TASC programming with the established Critical Program Elements and Performance Standards of the model. The requesting program receives an Element-by-Element report on its performance by the TASC experts, along with consultation and recommendations, as appropriate.
- **TASC Accreditation** - A national initiative is underway to begin the process of accrediting intermediate sanctions/offender management programs that comply with the national TASC model. The "TASC Critical Element

Assessment Protocol" is used to quantitatively and qualitatively assess an individual site's programming compliance.

- **Presentation/Materials Dissemination** - Technical assistance in the form of presentations on TASC programming at conferences, training institutes, and other large meetings or gatherings is regularly provided by NCTP, with such presentations being accompanied by the dissemination of BJA monographs on TASC. These presentations may be introductory in nature, for an audience unfamiliar with TASC, or tailored to specific TASC issues, for a group already involved in model programming. Also, "materials dissemination," on all matters relevant to national, State, and local TASC programming, is provided on an on-going basis to persons and organizations known to be interested in such matters, and upon request.
- **Critical Elements Training** - Newly established TASC programs, and established programs that have new staff, are offered training on the 10 Critical Program Elements of model TASC programming. Such programs typically come together for a regional training, where expert TASC practitioners review Element-by-Element the proven essential components of successful TASC programming. This training is sometimes also requested by experienced TASC personnel as a "refresher" course on model programming.

TASC Publications

Several TASC materials have been developed as a result of the national TASC technical assistance program, and many of these have been published by BJA and are available to those interested in TASC programming; they include:

TASC Program Brief
 TASC Implementation Manual
 TASC Resource Catalog
 Urinalysis as Part of a TASC Program
 TASC Trainer's Manual
 TASC Participant's Manual
 TASC Access to Criminal History Records

Implications of Drug Use Forecasting Data for TASC:
Female Arrestees

Sources for Further Information

For more information about TASC technical assistance and training services, please contact:

Robert L. May II
Executive Director
National Consortium of TASC Programs (NCTP)
444 North Capitol Street, NW
Suite 642
Washington, DC 20001
Telephone: (202) 347-3529 or 3533

Timothy O. Woods, Esq.
TASC Program Manager
National Consortium of TASC Programs (NCTP)
444 North Capitol Street, NW
Suite 642
Washington, DC 20001
Telephone: (202) 347-3529 or 3533

For more information about BJA Discretionary Grant Program support of TASC technical assistance and training, please contact:

Tom Albrecht
Chief
Corrections Branch
Bureau of Justice Assistance
633 Indiana Avenue, NW.
Room 600B
Washington, DC 20531
Telephone: (202) 307-0894

For more information on obtaining BJA TASC publications, please contact:

BJA Clearinghouse
Box 6000
Rockville, MD 20850
Telephone: 1-800-688-4252

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Chicago Part of Nationwide TASC Evaluation

by M. Douglas Anglin, Ph.D.
Executive Director
UCLA Drug Abuse Research Center

A new and important study of the TASC model is underway. Funded by the National Institute on Drug Abuse, this three-year study will describe the effects of TASC participation on offender drug use, crime, AIDS risk behaviors, and other outcomes. The study will also develop manuals that describe successful program policies and practices.

Chicago TASC is one of five participating programs. The others are in Birmingham, Alabama; Canton, Ohio; Orlando, Florida; and Portland, Oregon. These programs were asked to join the study because they appear to be outstanding examples of the TASC model and serve large and varied groups of clients.

The nationwide TASC study is a response to changing priorities in local criminal/juvenile justice systems. Programs originally designed to serve the needs of heroin addicts, for example, have had to adjust in order to serve the recent influx of crack users. Programs must now also confront the AIDS epidemic, as greater numbers of clients are HIV-positive and require a wide range of medical and mental health services. All

Continued on page 5

Focus on: Research

From state and federal prisons to county jails, many entities that are experiencing overcrowding are beginning to explore the development and/or expansion of alternative sentencing options, particularly for drug-abusing offenders. This issue of TASC Reports will introduce you to a few of the major research projects and reports that have recently been released or are currently in process which we feel will drive policy and program development in the future.

Melody M. Heaps
Melody M. Heaps, President

GAO Report Lauds TASC Programs but Identifies Funding, Implementation Problems

A recent report from the federal General Accounting Office (GAO) found that TASC programs are effective in reducing drug-related crime, but inconsistent funding and limited resources have hampered the expansion and potential impact of TASC. The report calls for leadership from the Office of National Drug Control Policy (ONDCP) in establishing and funding TASC and TASC-like programs throughout the nation.

Key points in the report include:

- The GAO found that TASC contains specific features found to contribute to effective drug treatment.
- Criminal justice officials reported to the GAO that TASC enhanced their ability to assess the needs of drug-using offenders who could benefit from treatment, match offenders with appropriate

treatment, and provide increased supervision of offenders.

- The GAO stated that "TASC is a cross-cutting program embracing elements of the criminal justice and drug treatment systems and involving federal, state and local interaction."

- It was found that funding problems, especially due to the

Continued on page 6

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• Substance Abuse Intervention Project Update	Page 7
• TASC Leadership Award Reception on June 29	Page 7
• What is a "TASC Success"?	Page 8

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United States General Accounting Office

Report to the Chairman, Select
Committee on Narcotics Abuse and
Control, House of Representatives

February 1993

DRUG CONTROL

Treatment Alternatives Program for Drug Offenders Needs Stronger Emphasis



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Report to the Chairman, Select
Committee on Narcotics Abuse and
Control, House of Representatives

February 1993

DRUG CONTROL

Treatment Alternatives Program for Drug Offenders Needs Stronger Emphasis





Administrative Offices:

1500 North Halsted • Chicago, Illinois 60622 • (312) 787-0208

Offices in:

Belleville, Chicago, Edwardsville, Geneva, Glen Ellyn, Joliet, Marion, Peoria, Rock Island, Rockford, Springfield, Urbana, and Waukegan

Melody M. Heaps
President

September 15, 1993

Mr. Jose Cerda
Senior Policy Analyst
Domestic Policy
The White House, Room 222
Washington, DC 20500

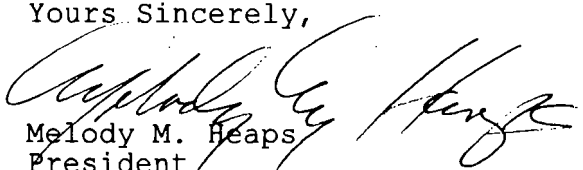
Dear Mr. Cerda:

The National Consortium of TASC programs is having their quarterly Board of Directors meeting Friday, September 24, 1993. We would appreciate an opportunity to meet with you and the Assistant to the President for Domestic Policy, Ms. Carol Rasco, to discuss the proposals for a national health care reform as it affects the substance abusing offender population. As you know TASC programs throughout the country have provided diagnostic and offender management services for that population within the criminal justice system, from pretrial to parole. Given that the substance abusing offender is the most at risk to himself and to the safety of the community, the intervention of substance abuse services is critical to controlling the deleterious effects of the drug crime relationship in our community.

The provision of services for substance abuse within the proposed national health care plan will only partially address the needs of persons abusing or addicted to alcohol or other drugs of abuse. In addition, the substance abusing offender within the criminal justice system poses unique and complex issues such as control and monitoring (both from a clinical and security perspective), information management, and access to appropriate social supports important to offender rehabilitation. Such issues must be considered as part of the substance abuse treatment available to offenders wherever they may be in the justice system. Because the substance abusing offender needing treatment will bridge two systems, justice and health, a strategy within our states must be developed which acknowledges the treatment needs of this population as well as the authority of the justice system to offer appropriate controls and sanctions.

It is our belief that the TASC model offers the theoretical model for integrating the health care system and the criminal justice system as they relate to the provision of drug and alcohol services for offenders. We would appreciate an opportunity to discuss this matter with you and Ms. Rasco, and look forward to a meeting, at your convenience, on (Thursday or Friday) September 23 or 24. If that is not possible, we would offer Friday October 1, 1993 or another mutually convenient time. Depending upon the confirmed meeting date, I will submit to you names of the Board of Directors that will be attending the meeting.

Yours Sincerely,


Melody M. Heaps
President

NATIONAL CONSORTIUM OF TASC PROGRAMS



September 10, 1993

The Honorable Lee Brown
Director
Office of National Drug Control Policy
750 17th Street
Washington, D.C. 20500

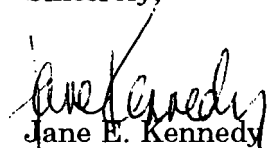
Dear Secretary Brown:

As the President and his Administration look for solutions to the many problems facing the country today, crime & drug issues top the list. The National Consortium of Treatment Alternatives to Street Crimes (TASC) Programs, with membership in 26 states and the Caribbean, represent programs providing structural linkage between the justice system and the treatment system. This concept met the justice system's need for access to treatment with accountability and the treatment system's need for predictable and supportive interaction with the justice system. Many prosecutors, judges, law enforcement officials and the GAO have praised TASC for its success in offender case management.

TASC has been a federally funded program for over twenty years. For the past four years, the Department of Justice's Office of Justice Programs has provided funding for the National Consortium of TASC Programs (NCTP) to develop program models, provide technical assistance to case management programs throughout the United States, and to develop standards to assure such programs are effective. TASC is a proven and effective case management model and if expanded as recommended in the recent GAO report, is capable of truly difference in the problems associated with drugs & crime including; Jail & Prison crowding, recidivism, and crime and violence. To make a more significant impact, Secretary Brown, we need your help. Your support can help implement TASC programs throughout the nation and help put an end to the accelerating growth of the problems associated with drugs and crime.

Please review the enclosed information on NCTP and TASC as well as the GAO report mentioned above. Our quarterly Board meeting is September 22-24 in Washington, D.C. during which time we would greatly appreciate an opportunity to discuss the potential growth of TASC programs with you further. We will contact your office in the next week to schedule an appointment. Thank you for all you have done already, we look forward to meeting with you soon.

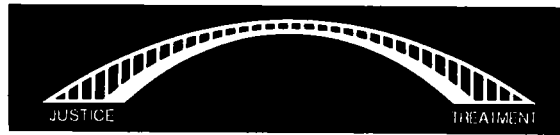
Sincerely,


Jane E. Kennedy
President


Melody Heaps
Vice President

cc: Jose Cerda, Domestic Policy Advisor for Crime and Drugs
Ricia McMahon, Chief of Staff, ONDCP

NATIONAL CONSORTIUM OF TASC PROGRAMS



September 10, 1993

The Honorable Janet Reno
Attorney General of the United States
Department of Justice
Tenth and Constitution
Room 4400
Washington, D.C. 20530

Dear Madam Attorney General:

As the President and his Administration look for solutions to the many problems facing the country today, crime & drug issues top the list. The National Consortium of Treatment Alternatives to Street Crimes (TASC) Programs, with membership in 26 states and the Caribbean, represent programs providing structural linkage between the justice system and the treatment system. This concept met the justice system's need for access to treatment with accountability and the treatment system's need for predictable and supportive interaction with the justice system. Many prosecutors, judges, law enforcement officials and the GAO have praised TASC for its success in offender case management.

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Please review the enclosed information on NCTP and TASC as well as the GAO report mentioned above. Our quarterly Board meeting is September 22-24 in Washington, D.C. during which time we would greatly appreciate an opportunity to discuss the potential growth of TASC programs with you further. We will contact your office in the next week to schedule an appointment. Thank you for all you have done already, we look forward to meeting with you soon.

Sincerely,

Jane E. Kennedy
President

Melody Heaps
Vice President

cc: Jose Cerda, Domestic Policy Advisor for Crime and Drugs

Treatment Alternatives to Street Crime

Feb 28 - March 3
Dallas, TX
TASC
mtg.
800 Folks

Initiated in 1972, and currently operating in 24 States and 2 U.S. Territories, Treatment Alternatives to Street Crime (TASC) is a program model designed to break the addiction-crime cycle of non-violent, drug-involved offenders by linking the legal sanctions of the criminal justice system with the therapeutic interventions of community drug treatment programs. In essence, TASC provides a linkage between criminal justice and treatment in their respective dealings with the drug-involved offender. TASC bridges the gap between these two systems by making appropriate treatment services available to eligible drug-involved offenders who would otherwise burden an overcrowded criminal justice system. Furthermore, as TASC offender case management moves the drug-involved offender through the criminal justice process and into a community-based drug treatment program, it simultaneously provides monitoring services as an adjunct to criminal justice supervision. Model TASC programming includes the following services:

- **IDENTIFICATION** of the drug-involved offender through screening procedures that determine client eligibility for TASC;
- **ASSESSMENT** of the offender's community risk, severity of drug involvement, and appropriateness for treatment placement;
- **REFERRAL** to the appropriate community treatment resources; and
- **CASE MANAGEMENT** of each individual offender, including urine monitoring and ancillary services, to ensure compliance with justice and treatment expectations; and reporting of client compliance or noncompliance to the referring criminal justice authorities.

A unique benefit of the TASC model is its ability to provide case management and treatment linkages at any point in the criminal justice processing continuum, from pretrial to parole. The TASC model can be used by pretrial service agencies, the courts, jail and jail treatment programs, probation offices, and community corrections agencies involved in intermediate sanctions. TASC can also be adopted by institutional corrections/parole authorities involved in managing the offender's reintegration into the

community and aftercare reintegration.

TASC programming is built upon specific Critical Program Elements that serve to link the criminal justice and treatment systems. This national model has been defined so as to be easily replicated across the country in any number of jurisdictions, including urban, suburban, and rural settings. Also, the TASC model can respond to the unique requirements of special populations, such as female and juvenile offenders.

TASC Funding

TASC programs are funded by a number of sources, including Federal formula grants, State legislative funding earmarked for TASC, State criminal justice agencies, private foundations, client fees, and combinations of these sources. Accordingly, TASC may be funded through Bureau of Justice Assistance (BJA) formula grants to states, as the program model is eligible under legislatively authorized program purposes for which States may apply to BJA for funding. Finally, States are increasingly funding TASC model programs directly through legislative initiatives to create intermediate programs for drug-involved offenders.

Technical Assistance and Training

Over the past 7 years, BJA has invested substantial resources into the support of the national TASC model through the provision of technical assistance and training to States and units of local government. This technical support has been provided by national organizations working cooperatively with BJA to assist the States in implementing intermediate sanctions, such as TASC, and to aid existing TASC and TASC-like intermediate sanctions programs.

In the interest of furthering the TASC concept and promoting implementation of the TASC model, BJA has entered into a cooperative agreement with the National Consortium of TASC Programs (NCTP) for the continuation of the TASC technical assistance provision. NCTP will provide technical assistance and training services to BJA-funded Corrections Options programs and to other State and local agencies involved in innovative correctional alternatives in the following categories:

- **Systems Coordination** - Expert TASC facilitators meet with key participants from the criminal justice and drug

treatment systems who are considering implementation of TASC programming. During this initial stage of discussion and planning, the focus is on the participants' common goals as met by TASC; programmatic roles of the participants' respective organizations/agencies; and the Critical Program Elements of TASC, with a rationale for each Element. This technical assistance provision often enables the participants to transfer the TASC concept into a workable program for their State or locality.

- **Program Development** - Technical assistance is offered when a site is first implementing a TASC program or when an operating program is experiencing programmatic difficulties. Technical assistance in the first instance refers to support in the development of program policies, protocols, and procedures, and/or the coordination of meetings with key criminal justice/correctional, treatment, and TASC personnel. Technical assistance of the latter type, for programming difficulties, involves a review of programming procedures and protocols with program staff and/or management, the problem usually being traceable to program deficiencies in compliance with the Critical Elements of TASC programming.
- **Program Assessment** - This technical assistance provision is provided by an assessment team, utilizing the "TASC Critical Elements Assessment Protocol" instrument, to compare an individual site's TASC programming with the established Critical Program Elements and Performance Standards of the model. The requesting program receives an Element-by-Element report on its performance by the TASC experts, along with consultation and recommendations, as appropriate.
- **TASC Accreditation** - A national initiative is underway to begin the process of accrediting intermediate sanctions/offender management programs that comply with the national TASC model. The "TASC Critical Element

Assessment Protocol" is used to quantitatively and qualitatively assess an individual site's programming compliance.

- **Presentation/Materials Dissemination** - Technical assistance in the form of presentations on TASC programming at conferences, training institutes, and other large meetings or gatherings is regularly provided by NCTP, with such presentations being accompanied by the dissemination of BJA monographs on TASC. These presentations may be introductory in nature, for an audience unfamiliar with TASC, or tailored to specific TASC issues, for a group already involved in model programming. Also, "materials dissemination," on all matters relevant to national, State, and local TASC programming, is provided on an on-going basis to persons and organizations known to be interested in such matters, and upon request.
- **Critical Elements Training** - Newly established TASC programs, and established programs that have new staff, are offered training on the 10 Critical Program Elements of model TASC programming. Such programs typically come together for a regional training, where expert TASC practitioners review Element-by-Element the proven essential components of successful TASC programming. This training is sometimes also requested by experienced TASC personnel as a "refresher" course on model programming.

TASC Publications

Several TASC materials have been developed as a result of the national TASC technical assistance program, and many of these have been published by BJA and are available to those interested in TASC programming; they include:

TASC Program Brief
TASC Implementation Manual
TASC Resource Catalog
Urinalysis as Part of a TASC Program
TASC Trainer's Manual
TASC Participant's Manual
TASC Access to Criminal History Records

Implications of Drug Use Forecasting Data for TASC:
Female Arrestees

Sources for Further Information

For more information about TASC technical assistance and training services, please contact:

Robert L. May II
Executive Director
National Consortium of TASC Programs (NCTP)
444 North Capitol Street, NW
Suite 642
Washington, DC 20001
Telephone: (202) 347-3529 or 3533

Timothy O. Woods, Esq.
TASC Program Manager
National Consortium of TASC Programs (NCTP)
444 North Capitol Street, NW
Suite 642
Washington, DC 20001
Telephone: (202) 347-3529 or 3533

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Tom Albrecht
Chief
Corrections Branch
Bureau of Justice Assistance
633 Indiana Avenue, NW.
Room 600B
Washington, DC 20531
Telephone: (202) 307-0894

For more information on obtaining BJA TASC publications, please contact:

BJA Clearinghouse
Box 6000
Rockville, MD 20850
Telephone: 1-800-688-4252



Administrative Offices:

1500 North Halsted • Chicago, Illinois 60622 • (312) 787-0208

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Offices in:

Belleville, Chicago, Edwardsville, Geneva, Glen Ellyn, Joliet, Marion, Peoria, Rock Island, Rockford, Springfield, Urbana, and Waukegan

Melody M Heaps
President

July 16, 1993

Mr. Jose Cerda
Senior Policy Analyst
Domestic Policy
The White House
Room 222
Washington, D.C. 20500

Dear Mr. Cerda:

Thank you for taking the time to visit TASC and meet with some of the leaders in the Cook County criminal justice system on Monday, July 12. We feel we have some very innovative and important programs and policies being developed in Cook County, and we appreciated the opportunity to share some of them with you during your visit.

Enclosed is the packet of information which we had prepared for you. If you would like any additional information, please do not hesitate to call us. Thank you again for your interest in our programs and strategies for substance-abusing offenders.

Sincerely,

A handwritten signature in cursive script that reads "Daphne Baille".

Daphne Baille, Director
Public Affairs and Fundraising



Administrative Offices:

1500 North Halsted • Chicago, Illinois 60622 • (312) 787-0208

Offices in:

Belleville, Chicago, Edwardsville, Geneva, Glen Ellyn, Joliet, Marion, Peoria, Rock Island, Rockford, Springfield, Urbana, and Waukegan

Melody M. Heaps
President

July 22, 1993

Mr. Jose Cerda
Senior Policy Analyst
Domestic Policy
The White House
Room 222
Washington, D.C. 20500

Dear Jose:

It was good to see you again during your visit to TASC to see some of the innovative programming being done in the Cook County criminal justice system.

As promised, I am sending you a copy of the article from the Tribune about the jail treatment program at the Cook County Jail and one of its most colorful staff representatives. Funded by the Center for Substance Abuse Treatment, this program is a collaboration between TASC, the Gateway Foundation, Cermak Health Services and the Illinois Department of Alcoholism and Substance Abuse.

I hope August in Washington will not have too many "dog days" for you.

Thanks so much for coming out to see us.

Sincerely,

Stuart Wegener
Director of Planning and Development

Enclosure



Melody M. Heaps, President • Louis B. Garippo, Chairman, Board of Directors
Administrative Offices • 1500 N. Halsted St. • Chicago, IL 60622
(312) 787-0208 • Fax: (312) 787-9663

February 15, 1995

Mr. Jose Cerda
Senior Policy Analyst
Domestic Policy
The White House, Room 222
Washington, DC 20500

Dear Mr. Cerda:

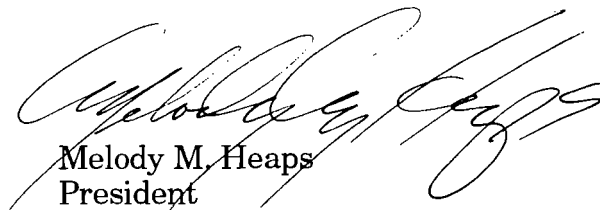
I have enclosed copies of two publications published by the National Consortium of TASC Programs which may be of interest to you:

- *A Public Safety Partnership: The Criminal Justice System and Treatment*, which summarizes twelve of the most recent studies on the effectiveness of criminal justice treatment interventions; and

- *TASC and Drug Courts: Natural Allies*, which explores how TASC and drug courts can work together throughout the country to expand services for substance-abusing offenders.

As always, If I can be of assistance, please do not hesitate to call me. Thank you for your continued support.

Sincerely,



Melody M. Heaps
President

MMH/tz

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A PUBLIC SAFETY PARTNERSHIP:

***The Criminal Justice
System and Treatment***

*A Compendium of Recent Research
on Substance Abuse and Crime*

National Consortium of TASC Programs
8630 Fenton Street, Suite 121
Silver Spring, MD 20910

TASC and Drug Treatment Courts: Natural Allies

National Consortium of
TASC Programs (NCTP)

TASC and Drug Treatment Courts: Natural Allies

June 1994

Position Paper

Position Statement: The National Consortium of TASC Programs believes that Drug Courts and TASC model programs are naturally designed to augment and enhance each other. Drug Courts ensure that drug-involved offenders receive the judicial attention and legal pressure necessary to become engaged in and benefit from substance abuse treatment; TASC ensures that court-ordered conditions for treatment are implemented and that offenders are held strictly accountable to the court via tracking, monitoring and regular reporting.

Developed by

Elizabeth A. Peyton
Hon. Richard S. Gebelein

for

National Consortium of TASC Programs (NCTP)
444 North Capitol Street, NW
Suite 642
Washington, DC 20001

*Treatment Alternatives to Street Crime (TASC)
A Nationwide Network of Independent Offender Management Programs*

POSITION PAPER

“...the TASC model of offender management can be an essential component to any Drug Court effort.”

Drug Courts have recently emerged as viable strategies for managing drug-involved offenders. At both the national and local levels, policymakers are working to define, develop, replicate and fund Drug Courts and the services that support them. The National Consortium of TASC Programs has developed this position paper to assist policymakers in these efforts in order to encourage the development of comprehensive and effective Drug Court models, as well as to ensure the permanency of this concept that is rich with possibility. NCTP Board Members and staff, as well as individual TASC programs around the country, have worked to encourage and enrich the Drug Court movement, and believe that the TASC model of offender management can be an essential component to any Drug Court effort.

Critical Elements

Drug Courts look very different from jurisdiction to jurisdiction, but each include the following criminal justice critical elements:

- A drug-related court docket which is separate and distinct from the non-drug related docket.
- A court room staff dedicated to drug cases and trained in substance abuse, treatment and recovery issues.

Additionally, Drug Courts must include program intervention resources including, but not limited to:

- differential assessment capability
- referral to appropriate substance abuse interventions
- case management
- monitoring and feedback

These procedures are TASC program elements, and TASC's role in these vital functions are outlined later in this paper.

A few other points should be made here. First, while any one of the programs described above can be rightfully called a Drug Court, a “full service” Drug Court jurisdiction would have each of the options outlined below at its disposal. Second, we know that all not substance-abusing offenders are charged with drug crimes.¹ Programs which target only those charged with drug crimes will miss many substance-abusing offenders who could benefit from involvement in a Drug Court program.

¹ Anglin, M. Doug and Speckart, George “Narcotics Use and Crime: An Overview of Recent Research Advances,” *Contemporary Drug Problems*, Winter 1986, pp. 741-769.

A Systems Discussion

Depending on the needs of the particular jurisdiction, Drug Court programs can be implemented at several points in the processing of a criminal case—felony or misdemeanor. Any of the below options can be called a Drug Court:

Misdemeanor Court. A misdemeanor court with a specialized drug case call could offer assessment, referral to treatment, and monitoring of compliance as an alternative to processing the misdemeanor charge, or as a part of a supervision or probation sentence.

“Drug Court programs can be implemented at several points in the processing of a criminal case—felony or misdemeanor.”

First-Time Felony Court. A drug court could target first-time felony drug offenders, channeling them to a program which includes a substance abuse education and intervention component. Such a program could work as a pure diversion or offer the possibility of expungement of their criminal record upon completion of the program.

Pre-Trial Supervision and Intervention. Many jurisdictions, particularly those with significant jail crowding problems, could utilize a Drug Court that begins in the preliminary hearing stages of felony cases. In such a court, a judge could enter the order for a substance abuse screen or assessment early in the process to determine the appropriateness of involvement with substance abuse programming as an alternative to pre-trial incarceration. Such programming could take place in the community, as a furlough program, or in the newly-popularized model of a day reporting center.

Sentencing. Drug Courts which intervene at the sentencing stage of felony cases can work two different ways. First, in jurisdictions with a sentencing alternative option, intensely supervised community-based treatment can be a mandated diversion from the penitentiary. In areas without such a diversion option, or in cases where such an option is not appropriate, treatment can be mandated as part of an intensified probation sentence where compliance with treatment is a condition of probation.

While Drug Courts are by nature specialized, it is vital that they be developed and implemented to be fully integrated in local criminal justice systems and have at their disposal the full range of services and sanctions.

Drug Courts: History and Development

Since 1989, in an attempt to improve the management and timely disposition of increasingly large drug-related caseloads, a number of ju-

risdictions around the country have been experimenting with a variety of judicial management methods commonly referred to as Drug Courts. The configuration of these Drug Courts varies depending on the local goals and climate of each jurisdiction. Some Drug Courts are strictly diversion — offenders agree to comply with substance abuse treatment and other requirements in exchange for a waiver by the prosecution of further case processing and adjudication based upon successful completion of the Drug Court program. Some are designed solely to expedite case processing and improve the timeliness of disposition. Others are structured to assist the judge by providing disposition options and ensuring sentence implementation by augmenting sanctions with treatment and case management. Some Drug Courts provide all of the above.

Although Drug Courts started in a variety of configurations and for different reasons depending on jurisdiction, as the Drug Court movement matures, several common themes and issues for the future have emerged.

“Perhaps the largest problem facing Drug Courts is the essential need to access a full continuum of treatment and ancillary services for drug dependent offenders.”

All Drug Courts situate the judge as the leader and focal point to bring supervision and oftentimes service delivery experts together to focus immediate, uninterrupted, coordinated services around specific drug-involved offender populations. By centrally involving the judge prior and subsequent to disposition, Drug Courts have the opportunity to hold defendants close to the court to facilitate the application of a swift and appropriate set of graduated supervision sanctions, treatment options, and rewards for success. This process both monitors and encourages offender compliance by utilizing the prestige and leverage of the court.

Drug Courts are dependent upon effective working relationships among judges, prosecutors, defense attorneys and treatment providers. In addition to creating strategies and partnerships to restructure the processing of cases to shorten the time from arrest to disposition, judges and attorneys in successful Drug Courts open themselves up to invigorated plea bargaining, maintaining continued personal interest in cases post-disposition and learning about substance abuse, its relationship to criminal activity, and the role of treatment intervention in reducing drug use and crime. In some Drug Courts, treatment providers or case management specialists also play a critical role in providing predisposition information and judicial options, and assisting with sentence implementation. This is a very active process which gives the professionals in the courtroom opportunities to best use their skills, and brings the defendant into the court process as a full participant.

Perhaps the most critical problem facing Drug Courts is the essential need to *access* a full continuum of treatment and ancillary services for drug dependent offenders. Drug Court judges have developed different mechanisms to provide drug treatment and education services for defen-

"It is now well recognized that coerced treatment is as effective, or in some case more effective, than voluntary treatment."

dants. Some have utilized existing systems of treatment services, although typically this has resulted in long waits for treatment admission. Others have contracted directly with professionals to provide treatment or have created a form of treatment themselves. Most courts currently have limited access to mostly outpatient services while other courts have little or no access to dedicated treatment at all. In order to be effective, Drug Courts require immediate access to treatment for offenders.

Role of Treatment in Drug Courts

The abuse of drugs among offenders is extremely high, yet substantial numbers of offenders have never received treatment. The link between drug use and criminal activity has been well documented, and drug treatment has been shown to reduce both drug use *and* criminal activity of drug-involved offenders. Treatment is most effective when offenders are matched to the appropriate level of care (outpatient, intensive outpatient, residential, etc.). In addition, length of stay in treatment and aftercare has been associated with positive outcomes in relation to drug use, employment and criminal behavior. It is now well recognized that coerced treatment is as effective, or in some cases more effective, than voluntary treatment.²

"Drug Court judges must rely upon treatment providers and case management experts to assist in the development of treatment and supervision applications..."

What TASC Can Offer Drug Courts

Treatment Alternatives to Street Crime (TASC) was developed in the 1970s as a response to a growing understanding of the relationship between drugs and crime and a need to do something about it. The TASC concept evolved to provide a structured linkage between the justice system and the treatment system. TASC has a long history of providing alliances between the justice and treatment systems, as well as providing individualized case management for a wide range of drug-involved offenders.

Because TASC is a linking structure, rather than a provider of either supervision or treatment services, the objectivity necessary to ensure the accountability of offenders and treatment providers is ensured. TASC understands that legal pressure, including incarceration, is sometimes necessary to keep offenders engaged in treatment and to protect the public.

² For further discussion and documentation of the effectiveness of drug treatment in reducing the drug use and criminal activity of drug-involved offenders, as well as a more comprehensive discussion of TASC case management, see Cook, Foster, TASC: Case Management Models Linking Criminal Justice and Treatment. In: Ashery, R.S., ed. Progress and Issues in Case Management. National Institute on Drug Abuse Research Monograph 127. DHHS Pub. No. (ADM) 92-1946. Washington, DC: Supt. of Docs., U.S. Govt. Print. Off., 1992. pp. 368-382.

Drug Court judges must rely upon treatment providers and case management experts to assist in the development of treatment and supervision applications that will promote the achievement of the goals of Drug Court programs, meet the needs of the defendants, utilize and organize limited resources appropriately, and result in enhanced outcomes in terms of both rehabilitation and public safety. In order to obtain treatment, offenders need structured methods to access those programs that are appropriate to their needs.

How Does TASC Work?

**TASC Operational
Elements:**

Assessment
Referral
Case Management
Monitoring and
Feedback

By establishing structured relationships within and between the treatment and justice systems and providing direct accountability to the court, TASC ensures ongoing support and effective communication between treatment providers and justice system professionals. This relationship fosters ongoing collective attention on individual offender outcome that characterizes Drug Court operations, and that is essential for compulsory or coerced treatment to work. The established set of principles that is defined in TASC organizational elements provides a framework for effective program configuration, support for treatment to retain offenders in programs and maintain client motivation, and support for justice to have effective and meaningful options that meet criminal justice goals and ensure public safety.

TASC operational elements provide the structure needed to inform meaningful and effective sentencing decisions, and ensure the implementation of individually tailored sentences that involve both treatment and sanctions. TASC's system of assessment, referral to treatment, and case management ensures that the powers of the legal system are utilized to reduce both the drug use and criminal activity of drug-involved offenders.

ASSESSMENT: TASC can conduct its assessment to coincide with judicial decision-making, capitalizing on the trauma of arrest and legal action that often helps determine an offender's willingness and ability to make change. The assessment enables the court to set treatment and supervision parameters that facilitate appropriate program recommendations by properly matching offenders to the correct level of care and the least restrictive (and least expensive) sanction. Without expert assessments, expensive residential treatment is often the first choice of criminal justice professionals. Unnecessary residential treatment, like unnecessary incarceration, may delay or inhibit effective recovery and decision-making for those individuals who can benefit from less intensive treatment interventions; and likewise delay or defeat the use of such programs for those truly appropriate for such treatment.

REFERRAL: TASC ensures that treatment placements occur in a timely fashion. By maintaining ongoing communication with the treatment system, TASC can manage and facilitate treatment admissions in ways that overburdened probation offices cannot. It is not uncommon in some jurisdictions for judges to order treatment placements that never occur because responsibility for the case shifts from the courts to other agencies with more diffuse responsibilities and overwhelming caseloads.

CASE MANAGEMENT: TASC case management provides a system to ensure continuity of care and supervision as offenders move among correctional and treatment levels and sanctions. TASC has the capability to work with offenders from pretrial diversion through adjudication, and possible incarceration, as well as post-release supervision. Likewise, TASC can work with offenders who are sentenced directly to community-based sanctions and treatment, and can inform both treatment programs and criminal justice officials about offender progress, needs, relapse or more appropriate treatment options.

MONITORING AND FEEDBACK: TASC provides regular and ongoing monitoring of cases with feedback to the court on offender compliance and changing needs. This occurs through status hearings or other mechanisms that bring the defendant back before the court on a frequent basis. This enables the judge to provide direct support, offering sanctions or rewards to encourage offender compliance and a greater chance at successful recovery. Relapses or non-compliance can be dealt with immediately; modified treatment programs can be ordered.

“With appropriate support, Drug Courts can contribute directly to crime reduction by keeping offenders in treatment and under supervision.”

Conclusion

If Drug Courts are to meet their intended goals, they need an infrastructure to ensure permanency of funding, resource management, accessibility to treatment and supportive case management. This capability will enable Drug Courts to remain viable, credible and effective in the important role they can and will continue to play with drug-dependent, criminally active offenders. With appropriate support, Drug Courts can contribute directly to crime reduction by keeping offenders in treatment and under supervision.

Elizabeth A. Peyton is Director of the Delaware Sentencing Accountability Commission’s Treatment Access Committee. She manages a TASC Program and a system of treatment services that support Delaware’s Drug Court.

Richard S. Gebelein is an Associate Judge of the Delaware Superior Court and is one of two Drug Court Judges. He is Chairman of the Sentencing Accountability Commission, and is a founding member of the National Association of Drug Court Professionals.

United States General Accounting Office

GAO

Report to the Chairman, Select
Committee on Narcotics Abuse and Control
House of Representatives

February 1993

DRUG CONTROL

Treatment Alternatives Program for
Drug Offenders Needs Stronger Emphasis





United States
General Accounting Office
Washington, D.C. 20548

General Government Division

B-252082

February 11, 1993

The Honorable Charles B. Rangel
Chairman, Select Committee on
Narcotics Abuse and Control
House of Representatives

Dear Mr. Chairman:

As part of the Committee's interest in identifying successful drug abuse control programs, you asked that we examine the Treatment Alternatives to Street Crime (TASC) program. Specifically, you asked that we

- determine whether TASC has program elements that can be attributed to successful drug abuse control,
- evaluate program results, and
- identify any barriers that may limit program potential.

You also asked that we discuss TASC's mission and philosophy; TASC model performance standards; criteria for program success; and cooperation among federal, state, and local agencies on issues concerning TASC.

TASC is an offender case management program designed to link drug-using offenders within the criminal justice system to community-based drug abuse treatment as an alternative or supplement to criminal penalties. Elements of the TASC case management model include (1) identifying drug abusers within the criminal justice system; (2) assessing their need for treatment; (3) matching them to the most appropriate treatment program; and (4) monitoring their performance during treatment, which includes drug testing. TASC programs that follow the model do not provide direct treatment services to offenders.

RESULTS IN BRIEF

TASC appears promising as a way to help reduce offender drug use according to drug abuse experts and data we obtained. However, several barriers impede program potential. TASC contains elements found to contribute to effective drug treatment, such as matching offenders to the most appropriate treatment and drug testing. Criminal justice officials told

us that TASC enhanced their ability to assess the needs of drug-using offenders who could benefit from treatment, match offenders with appropriate treatment, and provide increased supervision of offenders. Research suggests that TASC may help reduce offender drug use, which could lead to reduced criminal behavior. However, because evaluation data are limited, program results on TASC's effectiveness at reducing offender drug use and criminal behavior are not yet conclusive.

The federal government initiated TASC in 1972 and provided initial funding. By 1982, when direct federal funding ended, programs were located in 39 states. Ten years later in 1992, only 26 states and 2 territories had TASC programs.

The Office of National Drug Control Policy (ONDCP) is the federal agency responsible for developing and coordinating the implementation of the nation's drug strategy. In its 1992 National Drug Control Strategy, ONDCP recommended TASC be expanded. However, ONDCP has not targeted any specific sites for TASC. ONDCP is relying on state and local governments to expand TASC using current federal efforts that provide information and technical assistance regarding TASC. While ONDCP has encouraged states to use federal criminal justice block grant funds for TASC, these funds are generally not used for TASC.

Several barriers face TASC program implementation, including (1) inadequate funding and disagreement between federal officials on how TASC should be funded, (2) inconsistent implementation of the model's elements, and (3) lack of impact because TASC programs serve only a small proportion of the drug-abusing population and are not located in many areas that have major drug problems.

Consistent with its responsibility to coordinate implementation of the nation's drug strategy, we believe that ONDCP should take the lead on the national objective of expanding the TASC program. Federal efforts that are limited to providing only information and technical assistance on TASC, without addressing such fundamental issues as funding, make it difficult for ONDCP to carry out national drug control policy. Until such issues are resolved, we believe TASC's full potential will remain unrealized.

BACKGROUND

In 1972, the White House Special Action Office for Drug Abuse Prevention established TASC in response to a recognized link between drug abuse and criminal behavior. The overall mission of TASC is to reduce the criminal behavior of drug-abusing offenders by using the threat of legal sanctions to motivate them to enter

treatment. Appendix I shows how TASC links the criminal justice and treatment systems to manage drug-abusing offenders.

The former Law Enforcement Assistance Administration (LEAA) in the Department of Justice initially funded TASC programs. In 1976, citing dramatic declines in recidivism for TASC offenders, a federal drug abuse prevention strategy council recommended TASC be expanded as rapidly as possible and no existing programs should lapse.¹ By September 1978, LEAA had funded 73 TASC projects at a cost of over \$35 million. By 1982, when direct federal funding ended, there were 130 programs in 39 states. Although there are now 195 TASC programs, only 26 states and 2 territories have TASC programs, 11 fewer than in 1982. State and/or local governments provide most of the funding for TASC programs.

In 1979 we found that adjudicating officials liked the program's objectives and welcomed TASC as an alternative to incarceration.² We said that with greater guidance from the Department of Justice and improved coordination between Justice and the National Institute on Drug Abuse (NIDA), TASC could become an even more useful tool of the judicial system. Several early studies showed that TASC offenders reduced criminal behavior while in the program. However, a problem cited by several of these studies was the lack of follow-up on offenders after they left TASC to determine whether TASC had any long-term impact on reducing drug abuse or criminal behavior.

The Bureau of Justice Assistance (BJA) in the Department of Justice has assumed responsibility for encouraging and assisting with the development of effective TASC projects. Through an agreement with the National Consortium of TASC Programs, a coalition of local TASC programs headed by a national director, BJA provides information and technical assistance to state and local agencies wishing to implement a TASC program.

In 1986, an advisory panel of practitioners and experts approved by BJA developed the TASC program model. The program model consists of 10 elements the panel deemed essential to program success. (See app. II.) According to the TASC implementation manual, TASC program failures can be traced to neglect of these essential program elements.

¹Federal Strategy, Drug Abuse Prevention, the Strategy Council on Drug Abuse (Nov. 1976), p. 42.

²Letter from GAO to Acting LEAA Administrator, January 30, 1979.

TASC programs vary considerably. For example, TASC programs are located within criminal justice agencies (e.g., probation department) or community health agencies; sometimes they operate as independent nonprofit entities. Some TASC programs target first-time offenders, while others target more hard-core addicts with serious criminal records. Some TASC programs target adult offenders, while others target juveniles.

SCOPE AND METHODOLOGY

As discussed with your office, we did our field work at 3 TASC programs in New York and 1 each in Phoenix and Chicago. We selected these programs because (1) we were told by the TASC national director that they were among the better programs; (2) each had unique features, such as a program targeting first-time felons; and (3) they were geographically dispersed. To supplement our field work at these locations, we held teleconferences with officials with four other TASC programs in Seattle, Portland, Birmingham, and one in Pennsylvania. The national director said that these were among the better programs.

To meet our objectives we interviewed officials with TASC; federal, state, and local criminal justice agencies; health agencies; and treatment providers. To obtain an additional perspective, we interviewed eight drug experts familiar with TASC. (See app. III.) We also analyzed data from TASC programs and community-based treatment providers but did not verify this information. We used a National Institute of Justice literature search to identify TASC-related research. We also referred to previous GAO assignments dealing with drug control issues and reports by other legislative agencies, such as the Office of Technology Assessment (OTA). In addition, we spoke with nine offenders selected from those who were available at the TASC program on the day of our visit. We did our field work between November 1991 and September 1992 in accordance with generally accepted government auditing standards.

TASC MODEL INCORPORATES ELEMENTS SHOWN TO BE EFFECTIVE AND MAY HELP MEET NATIONAL DRUG STRATEGY OBJECTIVE

Research shows that the TASC program model incorporates many elements that have been found to contribute to effective drug abuse treatment, including (1) coordinating criminal justice and treatment efforts, (2) providing incentives to enter treatment, (3) matching offenders with the most appropriate treatment, and (4) monitoring with drug testing. Drug abuse experts we spoke with were unaware of any other program that combined all of these necessary elements in one program.

Coordinates Criminal
Justice and Treatment

A common theme among some of the research literature was the need for a more coordinated effort between the criminal justice and treatment systems. For example, a National Institute of Corrections report stated that linkages are needed to ensure effective communication and coordination among criminal justice agencies and between these agencies and treatment providers.³ The report concluded that to affect an offender's criminal behavior and drug abuse it is imperative that the two systems work together.

Several sources cited TASC as an effective mechanism to coordinate criminal justice and treatment efforts. For example, according to the Director of the Center for Substance Abuse Treatment (CSAT) within the Department of Health and Human Services, diversion to treatment requires TASC or a TASC-like mechanism to ensure coordinated case management. A study of three Wisconsin TASC programs concluded that a major program strength was its ability to increase communication among criminal justice agencies and between these agencies and treatment providers. In addition, the 1992 National Drug Control Strategy stated that TASC effectively links criminal justice and treatment and provides reliable offender management.

Provides Incentive to Enter
Community-Based Treatment

Research indicates that offenders may be more likely to enter and stay in treatment when faced with possible criminal sanctions. TASC uses the influence of legal sanctions to encourage drug-abusing offenders to enter and stay in treatment. According to offenders we spoke with, the potential prison time they faced was a major reason for accepting and remaining in treatment. For example, one offender said she faced 15 years to life if she did not successfully complete the year-long treatment program.

Matches Offenders With the
Most Appropriate Treatment

Matching offenders with the most appropriate drug treatment contributes to more effective treatment. According to an OTA report, matched patients had higher motivation and stayed in

³Intervening with Substance-Abusing Offenders: A Framework for Action, National Institute of Corrections (June 1991), pp. 51-52.

treatment longer than those mismatched.⁴ Matched patients also experienced less substance abuse 6 months after treatment.

Local criminal justice officials told us that TASC enhances the criminal justice system's ability to assess needs and match offenders with the appropriate treatment. For example, a New York city probation official said that her probation officers are not skilled at matching offenders with the most appropriate treatment. Consequently, she relies on TASC case managers to perform this function. She also told us that TASC can place offenders quickly. The New York area TASC programs have formal agreements with 300 community-based treatment providers.

Monitoring With Drug Testing Holds Offenders Accountable

One objective of the National Drug Control Strategy is to hold users accountable for their behavior. Monitoring offender behavior to ensure compliance with criminal justice requirements is one way of ensuring user accountability. Several studies have cited the inability of the criminal justice system to adequately supervise offenders in the community, such as those on probation, which decreases user accountability.

Drug testing may ensure that offenders are held accountable and has been shown to contribute to reducing offender drug use. For example, research indicates that drug testing combined with supervision was more effective at reducing drug use than supervision alone. TASC programs we visited monitored and reported on offender compliance to criminal justice officials. For example, programs reported the results from random drug tests and whether offenders attended counseling and treatment sessions and remained drug- and crime-free.

Criminal justice officials believe TASC monitoring and reporting functions increase the probability that offenders will be held accountable. For example, two judges told us that before TASC, they had no way of knowing if defendants complied with court orders to seek drug treatment. They now receive periodic reports on an offender's progress. An assistant district attorney told us that TASC notifies his office if any changes occur in the offender's case to enable appropriate action to be taken. Probation officials we spoke with welcomed TASC's enhanced supervision because probation officers' high caseloads prevent adequate supervision of all probationers.

⁴The Effectiveness of Drug Abuse Treatment: Implications for Controlling AIDS/HIV Infection, Office of Technology Assessment, Background paper #6 (Sept. 1990), p. 90.

ONDCP BELIEVES TASC MAY HELP
ACHIEVE NATIONAL DRUG STRATEGY OBJECTIVE

The Office of National Drug Control Policy (ONDCP) is the federal agency responsible for developing and coordinating the implementation of the nation's drug strategy. In its 1992 National Drug Control Strategy, ONDCP recommended that TASC be expanded and that programs should follow all model elements. The strategy stated that TASC provides reliable offender management. A strategy objective is to support programs such as TASC that increase the criminal justice system's capability to identify, refer, and monitor offenders. ONDCP's 1991 strategy identified several "challenges" that must be overcome, including the lack of incentives to seek treatment and the inability to match offenders to the most appropriate treatment program. Incentives and matching are part of the TASC model.

To implement its recommendation to expand TASC, ONDCP is relying on BJA's efforts, which provide information and technical assistance to state and local governments. According to an ONDCP official, ONDCP is also relying on state and local initiative to expand TASC. Although its goal is to expand TASC to additional locations, ONDCP has not targeted any particular cities for TASC. Also, it has not discussed with relevant agencies the types and amount of community-based treatment that may be necessary should TASC be expanded. TASC officials told us that lack of adequate community-based drug treatment was a major problem that hindered them from placing offenders in the most appropriate treatment program. For example, the Chicago TASC estimated that 26,000 offenders a year in Illinois need immediate drug treatment, yet only about 25 percent receive needed services.

PROGRAM RESULTS ARE ENCOURAGING
BUT NOT YET CONCLUSIVE

Available research suggests that TASC may help reduce offender drug use and criminal behavior. According to experts we spoke with, TASC's effectiveness is supported by the results from the Treatment Outcome Prospective Study (TOPS).⁵ TOPS showed that TASC identified and referred more individuals to treatment than would be expected from less formal approaches. TOPS concluded

⁵The Treatment Outcome Prospective Study (Hubbard et al., University of North Carolina Press, Chapel Hill 1989) is the primary national study providing information on program effectiveness. TOPS interviewed 11,750 clients who entered 41 treatment programs during 1979, 1980 and 1981. Clients were followed up to 5 years after treatment. Some of the clients studied were referred and managed by TASC programs.

that longer retention in treatment is associated with reduced criminal behavior and showed that TASC offenders stayed in treatment longer than non-TASC criminal justice offenders. The authors concluded that these findings support efforts to continue and expand programs such as TASC.

More recent data appears to support earlier findings that TASC offenders do better than non-TASC offenders. For example, preliminary results from a 1992 study of 271 parolees in Colorado found that only 29 percent of the TASC parolees returned to prison after 1 year, compared to 42 percent for a comparable non-TASC group. In addition, at our request the New York TASC program and a local treatment provider developed data on how long offenders stayed in treatment. This data showed that 58 percent of the TASC-managed offenders stayed in treatment 6 months or longer, compared to only 27 percent for all clients. The treatment program's director attributed this longer retention to the TASC program.

While TASC results are encouraging, we are unable to conclude that TASC is effective at reducing offender drug use. The TASC programs we visited did not measure how effective they were at reducing offender drug use. Officials cited lack of funds and the difficulty of carrying out such evaluations as reasons for not doing so.

Programs generally lacked data that would allow for other measures of effectiveness. For example, programs we visited provided data on the percentage of offenders who successfully completed treatment. However, they lacked comparable data, such as the percentage of similar non-TASC offenders who completed treatment. The lack of data for measuring effectiveness has been a consistent problem for evaluating TASC programs.

The inability to provide evaluation data can prevent programs from obtaining funds. For example, an Arizona criminal justice official said his state's TASC program is unlikely to receive state funds until it proves its effectiveness at reducing drug abuse.

Steps are being taken to address this problem. BJA contracted with a consulting firm to develop a management information system to help TASC programs improve data collection and analysis. TASC officials are also discussing what data in the proposed information system can be used to uniformly measure TASC program effectiveness. In addition, BJA added a section on measuring and evaluating program effectiveness in its new program manual.

In September 1991, the NIDA contracted with the UCLA Drug Abuse Research Group to conduct an evaluation of TASC effectiveness. Results are due in late 1994.

BARRIERS LIMIT TASC
PROGRAM POTENTIAL

Several barriers limit TASC program potential, including (1) inadequate funding, (2) inconsistent implementation of the TASC program model, and (3) lack of impact because TASC programs serve a small portion of the drug using population and are not located in many areas that have major drug problems.

Inadequate Funding

TASC officials believe inadequate funding is the most significant obstacle to program expansion. For example, the director of the New York TASC program said his program operates in only three of the five New York boroughs. He does not have the funds to expand services to the other two boroughs even though criminal justice officials in those areas have requested TASC.

In addition, he does not have funds to expand existing programs to reach more offenders. To relieve jail overcrowding, TASC's funding agency requires that TASC accept only felons facing mandatory jail time, unless they complete drug treatment. The program cannot accept other drug abusing offenders, such as those arrested for the first time or juveniles, although both prosecutors and judges would like them accepted. Research shows that early intervention with such offenders could increase the probability of successful treatment.

On the other hand, the Phoenix TASC program, which focuses on first-time felons who are casual drug users, also has limitations. The Phoenix TASC director said she does not have the additional funds to expand services to offenders with multiple arrests or more serious addictions. Reductions in funds may result in the closure of some offices and limit the number of indigent offenders the program can accept.

Criminal justice block grant funds
generally not used for TASC

BJA encourages states to use federal criminal justice block grants for TASC programs.⁶ However, states have spent relatively little of the block grant funds on TASC programs. According to data supplied by RAND, between 1987 and 1991, 13 states and 1 territory used about \$5 million for TASC, less than 1/2 of 1 percent of \$1.2 billion funded during this 5-year period.⁷ Four states, Florida, Indiana, Iowa, and Missouri spent nearly two-thirds of the approximate \$5 million.

Eleven states with TASC programs have not used federal criminal justice block grants for TASC for two primary reasons. First, state officials said that TASC programs were not a priority, and they use their funds for other programs, such as drug task forces. Second, block grants are designed to provide short-term seed money for new or innovative projects. TASC programs in their states were not developing new or expanding existing services and were therefore ineligible.

In addition, there was a difference of opinion among officials on how to fund TASC. For example, while ONDCP and BJA have suggested that states use their criminal justice block grants for TASC, a NIDA report suggested federal involvement through either direct funding or a specific block grant for TASC programs.⁸ In addition, two state officials told us that TASC programs should be funded by health services grants instead of criminal justice grants. However, a CSAT official told us these grants are generally reserved for programs that provide treatment and that TASC programs are not a priority because they generally are not treatment providers.

A former BJA official summed up the dilemma by stating that TASC's greatest strength, to bridge criminal justice and

⁶The Anti-Drug Abuse Act of 1988 established the Edward Byrne Memorial State and Local Law Enforcement Assistance Program. Under this program, BJA provides block grants to states for programs that enhance drug control efforts and advance national drug control priorities. States decide which programs in their states receive such funds. TASC programs are eligible for such grants under several of the grant's 21 purposes.

⁷Part of a RAND study of how states have spent their criminal justice block grants.

⁸Treatment Alternatives to Street Crime, National Institute on Drug Abuse (1991), p. 39.

treatment systems, is also its greatest weakness. She believes that since TASC is part of neither criminal justice nor treatment, neither system views TASC as its responsibility to fund.

However, ONDCP and BJA officials said the federal government is limited in what it can do under the criminal justice block grant program. It can only suggest that certain programs be funded. It is up to state criminal justice planning agencies to allocate funds. These officials suggested TASC directors lobby state and local criminal justice agencies for needed funds.

Inconsistent Implementation of TASC Program Model

Currently, there is no process to ensure that all TASC programs contain the elements practitioners and experts deem essential to program success. According to a TASC official, as many as 30 percent of the programs may not follow the TASC model. For example, in order to maintain objectivity the TASC model requires programs to be independent of criminal justice or treatment agencies. According to data from TASC, many programs have become affiliated with either a criminal justice or treatment agency to obtain needed funding and therefore are not truly independent. The NIDA report concluded that TASC programs need more secure and consistent funding to maintain their independence.

To encourage compliance with the TASC model, BJA is sponsoring a certification process for TASC programs. According to a TASC official, certified programs will provide standard services, objectives, and strategies to enhance the status and acceptance of TASC within criminal justice and treatment communities. According to data from TASC, as many as 73 percent of the programs are interested in TASC certification.

Limited Impact on Offender Population

TASC programs we visited serve a small portion of the overall drug-abusing population. For example, according to a justice official in Chicago, of the 13,000 drug offenders processed yearly in 1 county narcotics court, TASC screened only 1,300 to determine if they were eligible for the program. The 3 New York City TASC programs we visited placed approximately 800 offenders in treatment in 1990. According to a Department of Justice report, the average daily population for New York city jails is about 17,000, many of whom are drug abusers. Department of Justice Drug Use Forecasting data from January to March 1991

shows that 75 percent of the males arrested in Manhattan tested positive for narcotics.⁹

Some areas with major drug problems, such as San Diego, Los Angeles, Philadelphia, and Washington, D.C., do not have TASC programs. All of these cities reported that from January to March 1991 more than 60 percent of their arrestees tested positive for narcotics. According to TASC officials, state and local officials were either not interested in starting TASC programs that would be independent of their criminal justice system, or they believed the significant funding necessary to implement TASC would require diverting funds from on-going drug control programs.

CONCLUSIONS

TASC appears to offer promise in helping reduce offender drug use because (1) elements of the TASC model have been found to be effective and may help meet drug strategy objectives, and (2) available research suggests TASC-managed offenders appear to do better than non-TASC offenders. While promising, program results on TASC's effectiveness at reducing offender drug use and related criminal behavior are not yet conclusive because program data are limited.

Federal efforts limited to providing information and technical assistance about TASC may not be enough to achieve ONDCP's goal of expanding TASC. No specific cities have been targeted and although federal officials have encouraged states to use criminal justice block grant funds for TASC, these funds are generally not used for TASC. Also, despite federal efforts to expand this 20-year-old program, TASC is located in fewer states today than 10 years ago.

Regardless of whether TASC is expanded, barriers, such as a lack of agreement on how to fund TASC, are limiting the program's potential and need to be addressed. While some federal officials believe states should use the current criminal justice block grant program for TASC, a NIDA report suggested more direct funding is necessary. Also, some state officials believe TASC should be supported by health grants and not criminal justice grants. Federal and state officials need to discuss the various funding options available and reach agreement on how to fund TASC.

⁹Drug Use Forecasting (DUF) data, provided by the National Institute of Justice, estimates through drug testing the percentage of drug use among male arrestees for 24 target cities.

We believe ONDCP needs to take a more active role to help address these issues. In its role as coordinator of national drug policy, ONDCP is well placed to act as a catalyst to expand promising programs like TASC and to help address program barriers. TASC is a cross-cutting program embracing elements of the criminal justice and drug treatment systems and involving federal, state, and local interaction. ONDCP is the federal agency that cuts across agency and functional lines to coordinate national drug policy.

RECOMMENDATION TO THE
DIRECTOR, ONDCP

Consistent with ONDCP's recommendation to expand TASC and its overall responsibility to coordinate the implementation of the federal drug strategy, we recommend that the director of ONDCP take several actions to more strongly emphasize TASC. Specifically, the director, in concert with relevant federal and state officials, should (1) identify additional cities that may benefit from TASC programs, and (2) reach agreement on how TASC should be funded.

AGENCY VIEWS

We discussed our findings with ONDCP and Department of Justice officials who generally agreed with the information presented in our report and we incorporated their comments where appropriate. An ONDCP official told us that given ONDCP's recognition of TASC in two national drug strategies, it would be appropriate for ONDCP to more strongly emphasize TASC and try to help address barriers facing the program. On the basis of our recommendations, ONDCP envisions sponsoring a series of meetings with other relevant federal and state agencies to identify additional cities where TASC may be appropriate and to discuss how federal funds should be used to support TASC. According to an ONDCP official, once agreement is reached, ONDCP would communicate this to the states.

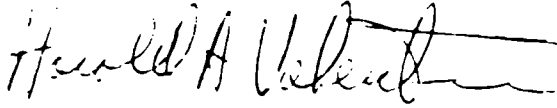
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Copies of this report will be sent to the House and Senate Appropriation and Judiciary Committees; the Director, Office of National Drug Control Policy; the Attorney General; and the Secretary of Health and Human Services. We will make copies available to other interested parties upon request.

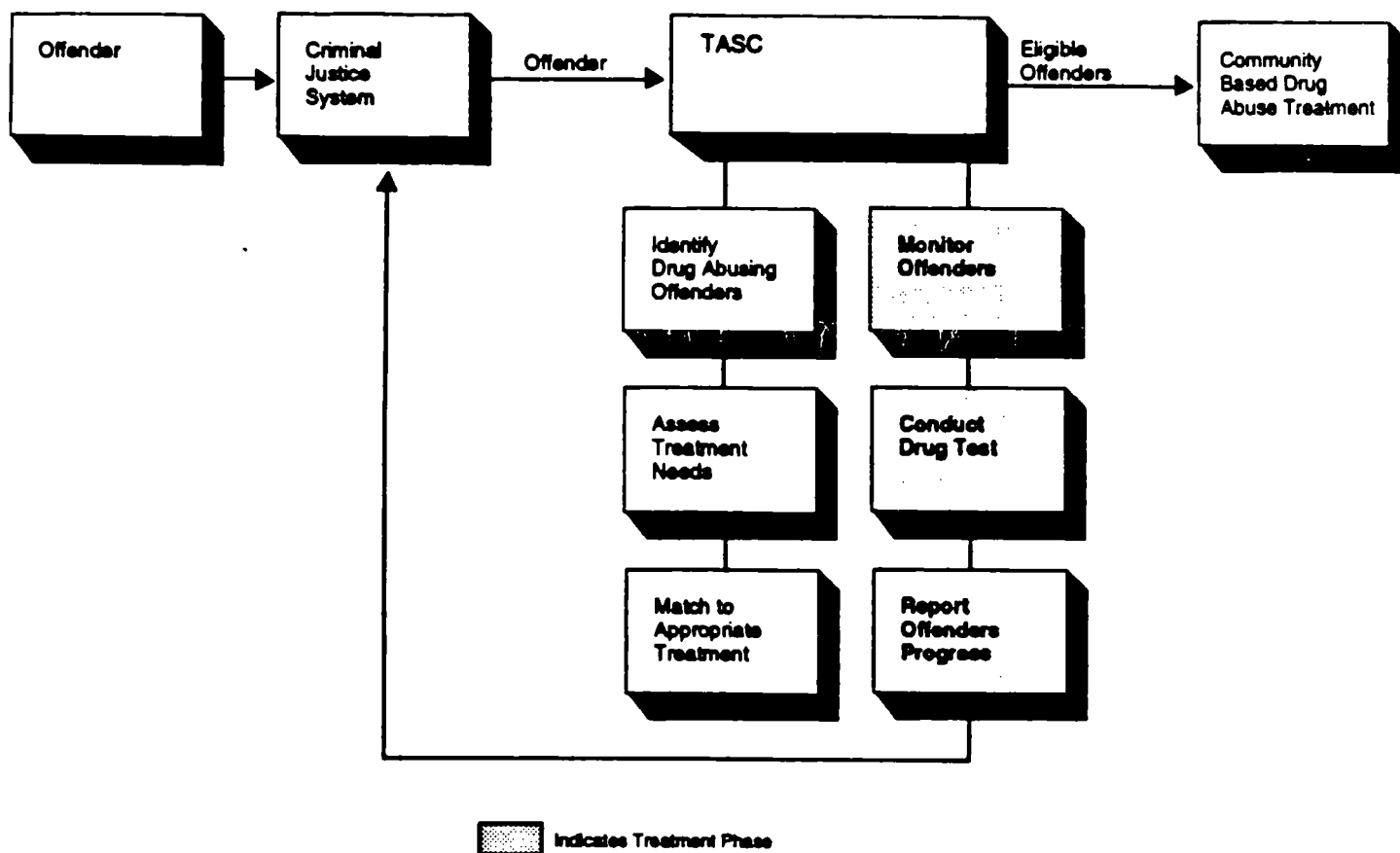
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Please contact me on (202) 566-0026 if you have any questions concerning this report. Other major contributors to this report are listed in appendix IV.

Sincerely yours,

A handwritten signature in dark ink, appearing to read "Harold A. Valentine", with a long horizontal flourish extending to the right.

Harold A. Valentine
Associate Director, Administration
of Justice Issues

TASC PROGRAM MODEL

TASC MODEL ELEMENTS

1. Support from and effective communication with criminal justice.
2. Support from and effective communication with treatment community.
3. Independent TASC unit.
4. Staff training.
5. Program management and evaluation.
6. Specific offender eligibility criteria.
7. Procedures for identifying offenders.
8. Procedures for assessment, matching, and referral to most appropriate treatment.
9. Drug testing.
10. Monitoring and reporting to the criminal justice system.

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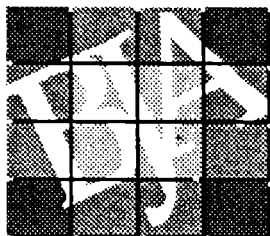
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Bureau of Justice Assistance Fact Sheet

Treatment Alternatives to Street Crimes

Initiated in 1972 and currently operating in 24 States and Territories, **Treatment Alternatives to Street Crime (TASC)** is a program model intended to break the addiction-crime cycle of nonviolent drug-involved offenders by linking the legal sanctions of the criminal justice system with the therapeutic processes of community drug treatment programs. TASC, in essence, provides linkage between the criminal justice system and the treatment community in their respective dealings with the drug abusing offender. TASC bridges the gap between these two systems by making appropriate treatment services available to eligible drug-dependent offenders who would otherwise burden an overcrowded criminal justice system. TASC offender case management moves the drug-dependent offender through the criminal justice process and into a community-based drug treatment facility while simultaneously providing monitoring services as an adjunct to criminal justice supervision. Model TASC programming includes the following services:

- ☐ **IDENTIFICATION** of the drug-dependent offender through screening procedures that determine client eligibility for TASC intervention;
- ☐ **ASSESSMENT** of the offender's community risk, severity of drug dependency, and appropriateness for treatment placement;
- ☐ **REFERRAL** to the appropriate community treatment resources; and

- ☐ **CASE MANAGEMENT** of each individual offender, including urine monitoring and ancillary services to ensure compliance with justice and treatment expectations and reporting of case management/monitoring tracking to the referring criminal justice authorities.

A unique benefit of the TASC model is the ability to provide case management and treatment linkages at any point in the criminal justice process, from pretrial to parole. The TASC model can be used by pretrial service agencies, the courts and judiciary, jail and jail treatment programs, probation offices, and community corrections agencies involved in intermediate sanctions. It can be used by institutional corrections/parole authorities involved in managing the offender's reintegration into the community and aftercare services.

TASC is a built around specific Critical Program Elements that serve to build link the criminal justice and treatment systems. This national model has been defined so as to be easily replicated across the country in any number of jurisdictions, including urban, suburban, and rural settings. The TASC model can respond to the unique requirements of special populations, such as female offenders, adolescents, and juvenile offenders.

TASC Funding

TASC programs are funded by a number of sources, including Federal formula grants, State legislative funding earmarked for TASC, State criminal justice

agencies, private-source client fees, and combinations of these sources. TASC may be funded through the Bureau of Justice (BJA) formula grants to States; the program is eligible under legislatively authorized program purposes accordingly to which States may apply for BJA funding. Increasingly, States are funding TASC model programs directly through legislative initiatives to create intermediate programs for drug-involved offenders.

Technical Assistance and Training

Over the past 6 years, BJA has put substantial resources into the support of the national TASC model, through the provision of technical assistance and training to States and units of local government. This technical support has been provided by national organizations working cooperatively with BJA to assist the States in implementing intermediate sanctions such as TASC and to aid existing TASC and TASC-like intermediate sanctions programs.

In the interest of furthering the TASC concept and promoting the implementation of the TASC model, BJA has entered into a cooperative agreement with the National Consortium of TASC Programs (NCTP) for the continuation of the TASC technical assistance provision. NCTP will provide technical assistance and training services in the following categories:

- ☐ **Systems Coordination** - Expert TASC facilitators meet with key system participants (e.g., criminal justice, treatment, legislative personnel) who are interested in developing TASC programs. During this initial stage of planning, the focus is on the common goals of TASC; potential barriers between the participants; and the Critical Program Elements, with a rationale for each. The technical assistance provision often enables the participants to transfer the TASC concept into a workable program model.
- ☐ **Program Development** - Assistance is offered when a site is first implementing a TASC model program or when an operating program is experiencing program problems. Technical assistance in the former case refers to adopting program policies, protocols, and procedures and/or coordinating meetings with key justice, treatment, and

TASC personnel. Technical assistance for problem resolution typically is traced to a missing Critical Element and requires a review of program procedures and protocols with onsite staff and/or management training concerning a particular Element.

- ☐ **Program Assessment** - This assistance is offered by providing an assessment team that compares an individual site's TASC program with the established Critical Elements and performance standards. The requesting site receives an Element-by-Element report of its TASC Program performance along with recommendations, as appropriate. An assessment instrument, called the TASC Assessment Protocol, has been successfully used at numerous TASC sites to measure a program's compliance with the national norm.
- ☐ **TASC Accreditation** - A national initiative is launched to begin the process of certifying intermediate sanctions/offender management programs that comply with the national TASC model. The TASC Assessment Protocol is used to quantitatively and qualitatively assess an individual site's programming compliance.
- ☐ **Materials Development/Dissemination** - Materials frequently are sought by TASC Program personnel while implementing or enhancing TASC programming. These programs often require the establishment of policies, procedures, and protocols, model agreements, and forms for specific Critical Elements as well as clearinghouse information.
- ☐ **TASC Critical Elements Training** - NCTP will match those program staff seeking to observe and learn successful TASC Programs operations (i.e., the interns) with programs already successfully performing TASC services (i.e., the hosts).

TASC Publications

Several TASC materials have been developed as a result of the national TASC technical assistance program, and many of these have been published by BJA

and are available to those interested in TASC programming:

TASC Program Brief
TASC Implementation Manual
TASC Resource Catalog
Urinalysis as Part of a TASC Program
TASC Trainer's Manual
TASC Participants' Manual

Contacts for Further Information

For more information about TASC technical assistance services, please contact:

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For more information about BJA Discretionary Grant Program support of TASC technical assistance, please contact:

Jody Forman
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Bureau of Justice Assistance
633 Indiana Avenue, N.W.
Room 600J
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Telephone: (202) 307-0894

For more information on obtaining BJA TASC publications, please contact:

BJA Clearinghouse
Box 6000
Rockville, MD 20850
Telephone: 1-800-688-4252

Responding to the Crisis of Drug-Related Crime

*Policy recommendations for the
Office of National Drug Control Policy*

presented by

Illinois TASC

Treatment Alternatives for Special Clients

July 12, 1993

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Goals of a National Drug/Crime Strategy

- Control the drug/crime problem
- Reduce drug use
- Reduce criminal behavior
- Enhance rehabilitation

National Drug/Crime Strategy Recommendations

- Develop capacity in urban centers with high drug/ crime rates to provide **substance abuse intervention strategies along the criminal justice continuum**
 - identify intervention gaps in the system
 - develop models reflective of local need
 - provide adequate levels of treatment and access to treatment
- Develop the capacity of **prevention and treatment systems** that respond to those issues related to the cause or effect of substance abuse among at-risk populations:
 - violence (domestic, family & interpersonal)
 - jobs
 - education
 - family, parenting & community development
 - homelessness
 - health issues (HIV, AIDS, tuberculosis, sexually transmitted diseases)
- Give special consideration to substance abuse treatment for at-risk populations in the **national health care plan**

Substance Abuse Interventions Within a Criminal Justice System

A community's continuum of services for substance-abusing offenders will be most effective when interventions are in place at every step in the criminal justice system. From arrest through trial to incarceration or probation and parole, each connection with an offender is a potential intervention point.

ARREST

Testing of arrestees for illicit drug use through the National Institute of Justice Drug Use Forecasting (DUF) project allows local and national criminal justice and policy leaders to monitor drug use trends and develop interventions accordingly.

PRETRIAL SERVICES

Drug Use Monitoring and Interventions

Substance abuse assessments provide the court with information on the defendant for use in sentencing. Frequent contact, including treatment readiness services, urinalysis and regular reporting, ensures that the defendant is monitored closely and that he or she will appear in court.

Day Reporting Centers

A day reporting center is a facility within the community at which pretrial detainees receive enhanced supervision along with supportive/rehabilitative services, including substance abuse treatment, HIV education and services, violence prevention, literacy and job readiness training, parenting skills, and family therapy.

Jail Treatment Programs

Rather than allowing offenders to simply "do time," jails are taking advantage of the "captive" audience to provide intensive treatment and other rehabilitative services to incarcerated defendants.

Substance Abuse Interventions Within a Criminal Justice System, cont'd

ADJUDICATION AND PROBATION

Treatment as a Condition of Probation

Substance abuse treatment should be offered as an option for nonviolent offenders who show potential for rehabilitation. In 27 states and two U.S. territories, these services are coordinated by TASC programs, which act as a bridge between the court and treatment systems. TASC offers the courts objective information about clients' substance abuse problems, places clients in appropriate treatment, and monitors their progress for the courts.

Home Confinement and Electronic Monitoring

In response to jail overcrowding, individuals are being released both pretrial and post-sentence to a variety of programs that restrict their movements. Without intervention, this sentence can actually exacerbate substance abuse problems, but with case management, offenders can gain access to the treatment they need.

Intensive Probation Supervision

Graduated levels of supervision and sanctions are vital to provide appropriate punishment and/or rewards for offenders who are sentenced to probation. Intensive supervision is an effective tool for many substance abusers who often require as much as daily contact, weekly urinalysis and substance abuse treatment.

PRISON

In-prison substance abuse treatment programs should be provided for all state and federal prison systems. A comprehensive strategy would include a continuum of services ranging from assessment to self-help groups, education, counseling and therapeutic communities.

PAROLE/POST-SENTENCE

It is vital to link offenders to substance abuse services within their communities upon release from the penitentiary. With a coordinated system of assessment, placement into community-based treatment programs, monitoring and appropriate sanctions for non-compliance, offenders are assisted in the continuation of the rehabilitation they began while incarcerated.

Potential Substance Abuse Interventions Within the Criminal Justice System

Goals and Responsibilities

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	ARREST	FELONY REVIEW	PRETRIAL RELEASE		PRETRIAL DETENTION
			BOND RELEASE	ENHANCED SUPERVISION	
Criminal Justice System	Apprehend alleged offenders Community safety	Determine severity of crime and probability of felony prosecution • First Offender Diversion	Monitor to ensure appearance at trial Screen to determine eligibility & relieve jail overcrowding Provide comprehensive information at sentencing Screen for potential substance abuse	Ensure community safety through supervised release Reduce jail overcrowding • Detention alternatives: - Day Reporting - Electronic Monitoring	Ensure community safety • In-Jail Treatment
REFER CLIENT TO TASC FOR SUBSTANCE ABUSE ASSESSMENT →					
Client	Active criminal behavior Active addiction	Experimental substance abuse Active addiction Active criminal behavior	Abide by pretrial release order Active addiction	Constant, active participation in program Active use decreases Denial being broken Client preparing for treatment in the community	Client not using but still addicted Client receiving treatment in jail
TASC	SUBSTANCE ABUSE ASSESSMENTS DUF-determine trends and screen arrestees anonymously for recent substance abuse		Tx Readiness Groups Urinalysis Sub. abuse assessments AIDS education Linkage to services (institutional and community) Monitoring	Tx Readiness Groups Urinalysis Sub. abuse assessments AIDS education Linkage to services (institutional and community) Monitoring	In-Jail Treatment → Substance abuse assessments Court advocacy Linkage to services upon release Monitoring
Treatment		Early intervention and education	Voluntary client self-referral Outpatient treatment via TASC	Education Support Ancillary services Preparation for treatment w/ TASC	Treatment in jail through therapeutic community models, self-help groups, counseling

Potential Substance Abuse Interventions Within the Criminal Justice System

Goals and Responsibilities

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	ADJUDICATION	PROBATION	PROBATIONARY SERVICES		
			Pre-Treatment	Community-Based Treatment and Aftercare	Re-Entry
Criminal Justice System	Determine guilty or not-guilty Determine appropriate sentencing Provide range of sentencing alternatives	Determine compliance with CJS mandate, enforce CJS mandate, amend probation orders Successful completion of mandate Rehabilitation Community safety	Offender management		Successful completion of CJS mandate 
Client	Client receiving consequences for criminal and addicted behavior	Addiction down Criminal activity down Recovery up	Break through denial Preparing to enter treatment Learning alternative activities Continuity of care	Recovery and rehabilitation (relapse is part of recovery) No criminal behavior No substance abuse Learning skills - self-sufficiency - education	Continuing recovery process No Criminal behavior No Substance abuse Job Education Housing Peer support 
TASC	Provide information to courts on sentencing re: substance abuse and sentencing alternatives Accepts court-mandated clients Develops appropriate treatment plans Placement into treatment Substance abuse assessments	Monitoring of mandated clients via urinalysis and other services Referral to ancillary services, support groups Reporting to CJS Assessment and support	Treatment Readiness Groups - break down denial - education - motivation Waiting list management Linkage to ancillary services and support groups	Monitor and report to CJS Analyze client's progress Remind clients of CJS & TASC responsibilities and provide consequences Assist treatment program in planning for client recovery	Request successful termination Assist client in re-entry Ongoing self-help and support groups
Treatment				Rehabilitation/recovery via: - Group counseling - Individual counseling - Family counseling - Consequences and rewards Linkage to aftercare	

Potential Substance Abuse Interventions Within the Criminal Justice System

Goals and Responsibilities

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	PRISON	RELEASE/ PAROLE	CONTINUING RECOVERY/ RE-ENTRY
Criminal Justice System	Incarcerate offenders that pose a risk to the community	Reduce likelihood of recidivism Community safety	Prevent recidivism Successful completion of parole requirements
Client	Client not using but still addicted Client receiving treatment in prison	Continuing rehabilitation Criminal activity down	Continuing recovery No criminal behavior No substance abuse Job Education Housing Peer support
TASC	Substance Abuse Assessments Tx Readiness Groups Violence prevention Urinalysis Monitoring	Substance abuse assessments Linkage to community-based treatment Relapse prevention Monitoring	Referral to aftercare and ancillary services
Treatment	Treatment in prison through therapeutic community model, self-help groups, counseling	Residential and outpatient treatment Self-help and support groups Integrate family into treatment plan	Ongoing self-help and support groups